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STATE DOCUMENT

Montana State Prison

OCT 3 1973

DEER LODGE, MONTANA

MONTANA MULTI-AGENCY CORRECTIONAL FACILITY AND PROGRAM

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Form LEAA-OLEP-5 (Revised)
(Edition 12-30-69)

B.O.B. No. 43-R0472
(Appr. Exp. 1-30-75)

U. S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

APPLICATION FOR GRANT DISCRETIONARY FUNDS

PAGE 1

Application is hereby made for a grant under Section 306 of the Omnibus Crime Control and Safe Streets Act of 1968 (PL 90-351) in the amount and for the purposes set forth in this application.

(LEAVE BLANK-FOR OFFICIAL USE ONLY)

Application Number	Program Division Assigned
Date Received	Region Assigned

1. Short Title of Project: (Do not exceed one typed line)

Montana Multi-Agency Correctional Facility and Program

2. Type of Application: (Check One)

☒ Original ☐ Revision ☐ Continuation of Grant No. _____

3. Discretionary Program Under Which Application is Made:

Part E Public Law 91-644 Grants for Correctional Institutions & Facilities

4. Project Duration: Total Length 30 months

5. LEAA Support Sought: $ 3,936,793.00

6. Applicant or Implementing Agency or Governmental Unit: (Name, address, and telephone)

Department of Institutions
Montana State Prison
Box 7, Deer Lodge, Montana 59722
406-846-1320

7. Project Director (Name, title, address, and telephone)

W. J. Estelle, Jr., Warden
Montana State Prison
Box 7, Deer Lodge, Montana 59722
406-846-1320 Ext. 31

8. Financial Officer (Name, title, address, and telephone)

Elmer Erickson, Business Manager
Montana State Prison
Box 7, Deer Lodge, Montana 59722
406-846-1320 Ext. 32

9. Official Authorized to Sign Application (Name, title, address, and telephone)

W. J. Estelle, Jr., Warden
Montana State Prison
Box 7, Deer Lodge, Montana 59722
406-846-1320 Ext. 31

10. Project Summary- - -Summarize, in approximately 200 words, the most important parts of the statement of project plan presented in application item 22 (page 6), briefly covering project goals and program methods, impact, scope, and evaluation.

The project goal is to design and construct a model small-state correctional facility and program involving all correctional resources in the state.

The primary objective will be to achieve a major change through innovative services and a greater degree of coordination of existing public & private agencies.

Methods to be employed are:

1. The construction of a multi-agency correctional facility for all adult offenders in the state and establishment therein of:
   (a) A total correctional-team effort designed to achieve the effective resocialization and community reintegration of the offender.
   (b) A centralized training program designed to meet the specific needs of all correctional workers in the state.
   (c) The expansion and availability of all programs and resources to the total correctional system of Montana and other surrounding states who are signatory to the Western Interstate Corrections Compact.
   (d) The integration of the State Board of Pardons and Paroles into the physical plant and total program.
2. The remodeling of an existing state owned, multi-purpose facility to serve as and operate as a model city-county jail and justice center.

Discretionary Grant Application Instructions--General and Page 1 Items

Read these instructions carefully before developing a discretionary grant proposal or completing an application under P. L. 90-351. Instructions appear on the reverse side of the application page to which they relate. It is also important to review carefully the LEAA Guide for Discretionary Grant Programs both as to general requirements and specifications and the features of the specific discretionary programs under which the application is seeking support.

An original and six copies of the complete applications must be submitted. Thesesshould be separately assembled and fastened by a single staple in the upper left hand corner. Whenever the space provided for an application item is insufficient for adequate response, continuations pages should be used, identifying the application page number and item number (e.g., for additional data on page 1, Item 9, the identification should read "Continuation Sheet--Page 1--Item 9").

Completed applications should be mailed as follows:

(a) Original and four copies to the applicant or implementing unit's cognizant LEAA regional office.

(b) One copy to the applicant or implementing unit's State law enforcement planning agency under P. L. 90-351.

Page 1 Items

1. Short Title of Project: Enter a brief, descriptive title not exceeding one typed line in length.

2. Type of Application: Check whether this is the first (original) application for this project, a revision of a prior application, or an application for continuation support of a previously funded project.

3. Discretionary Program Under Which Application is Made: Enter the exact title, as it appears in the LEAA Guide for Discretionary Grant Programs, of the specific programs pursuant to which this application is being submitted. If not under a defined program, so state.

4. Project Duration: Show the anticipated project length in months.

5. LEAA Support Sought: Enter the total amount of LEAA funding requested to conduct the project. This may not exceed the maximum grant size indicated for the particular program under which the application is made.

6. Applicant or Implementing Agency: Enter the official name, address, and telephone number of the state agency, local government unit, institution, department or other primary unit which will administer the project, whether as direct grantee or subgrantee of a State planning agency. For discretionary grant programs contemplating awards to local units or individual agencies through State planning agencies, SPA execution of the required "SPA Certification and Approval" will establish co-applicant status sufficient to award the grant to the SPA for subgranting to the implementing unit or agency.

7. Project Director: This is the individual who will be in direct charge of the project. He should be a person who combines knowledge and experience in the project area with ability in administration and supervision of personnel and will be expected to devote a major portion of his time to the project.

8. Financial Officer: This is the person who will be responsible for fiscal matters relating to the project and in ultimate charge of accounting, management of funds, verification of expenditures, and grant financial reports (normally someone other than project director).

9. Official Authorized to Sign Application: This is the individual authorized to enter into binding commitments on behalf of the applicant or implementing agency. He will normally be the chief officer of the agency or governmental unit involved.

10. Project Summary: Enter pursuant to instructions shown on the face sheet. If additional space is needed, add a continuation sheet per General Instructions above.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

APPLICATION FOR GRANT
DISCRETIONARY FUNDS
PAGE 2

11. DETAILED PROJECT BUDGET -- Include the estimated cost or value of all resources necessary to undertake the project.

	LEAA SUPPORT	GRANTEE CONTRIBUTION	CATEGORY TOTAL
A. Personnel (Employees)			
(1) Salaries (list each position with salary rate and percentage of time devoted)			
Project Director - Warden 50% @ 1250 X 30 mo.	$	$ 18,750.	
Director - Board of Pardons 25% @ 833 X 30 mo		6,247.	
County Sheriff - 5% @ 538 X 30 mo.		807.	
Deer Lodge City Police Chief - 5% @ 555 X 30 mo.		833.	
Project Clerk & Secretary - 100% 36 mos. @ 400.	14,400.		
Deputy Warden - 50% @ 896. X 30 mos.		13,440.	
Director - Board of Institutions - 10% @ 1650 X 30 mo.		4,950.	
(2) FICA, Retirement, etc.			
	$ 3,623.	$ 7,615	$ 106,074.
B. Professional Services (Itemize)			
(1) Individual Consultants (list by individual or type with fee basis and amount of time devoted)			
Program & Research Consultant - Dr. Browder UM 5 da/m 75.X24	$ 9,000.	$	
Two Other Program & Research Personnel 2 mo X 2ea @1,200	4,800.		
Two Program Planning & Design Consultants 2mo X 2ea @ 1,200	4,800		
(2) Contracting or Service Organizations and Associations (list each by type with fee basis and amount of time devoted)			
Architects & Design Firm (includes legal costs)	$ 305,000.	$	
			$ 323,600.
C. Travel (Transportation and Subsistence) (Itemize)			
Anticapted cost of travel & per deim relative to those	$	$	
costs involved in administering the program.	14,000.	7,000.	
			21,000.
D. Equipment (Itemize)			
None	$	$	
	-0-	-0-	$ -0-
E. Supplies and Other Operating Expenses (communications, reproduction, indirect costs) (Itemize)			
Multi-Agency Correctional Facility (New construction and	$	$	
Remodeling)	3565000.	1,000,000.	
Existing complex & facilities plus the land	-0-	1,641,799.	
Value for proposed facility			$ 6,206,799
TOTAL PROJECT COST	$ 3,936,793.	2720680.	$ 6,657,47

DISCRETIONARY GRANT APPLICATION INSTRUCTIONS--PAGE 2 ITEMS

The budget form must be completed in detail with amounts rounded to the nearest whole dollar. It should be accompanied by a separate narrative (page 3 of application) providing justifications and detailing the basis for determining the cost of the items included in each budget category.

The budget should cover the entire project period (application item 4).

The budget has separate columns to show which costs or budget elements will be supported from grant funds and which from grantee matching contributions.

The cost of each item listed under the various budget categories should be shown under the "LEAA Suport" or "Grantee Contribution" columns (or divided between them) depending on the funding source planned for the item. The cost of all items listed in each major budget category should be inserted in the "Category Total" space.

Whenever the space for any budget category is inadequate to permit listing of all items, the notation "See Continuation Sheet" should be entered, only the "Category Total", should be inserted, and all items in the category should be listed on a continuation page.

A. Personnel. (i) For salaries: list each position by title (and name of employee, if available), show the annual salary rate for the employee, and the percentage of time to be devoted to the project by the employee. (ii) For employee benefits: indicate each type of benefit included and the total cost allocable to employees assigned to the project. Budgets should take into account time needed to acquire new staff and changing demands for personnel during the course of the project.

B. Professional Services. (i) For individuals to be reimbursed for personal services on a fee basis: list each type of consultant or service (with numbers in each category and names of major consultants where available), the proposed fee rates (by day, week, or hour), and the amount of time to be devoted to such services. (ii) For organizations, including professional associations and educational institutions, performing professional services: indicate types of services being performed, and estimated contract price. (Further contract cost data should be supplied in the budget narrative--application page 3).

C. Travel. Itemized travel expenses of project personnel by purpose (e.g., faculty to training site, field interviews, advisory group meetings, etc.) and show basis for computation (e.g., "5 trips for 'x' purpose at $80 average cost--$50 transportation and 2 days per diem at $15" or "6 people to 3-day meeting at $70 transportation and $45 subsistence"). In training projects, where travel and subsistence of trainees is included, this should be separately listed indicating the number of trainees and unit costs involved. Applicant budgets may not contemplate payment of the total amount of travel costs (transporation and per diem) of trainees and participants in projects involving seminars, workshops, institutes, and training conferences. No more than two thirds of such costs may be from discretionary funds. The balance should be provided from grantee funds. Block grant funds may be used by a grantee for the one third of travel costs not payable from discretionary funds, but in no event can the total federal share exceed the applicable percentage (75 percent).

D. Equipment. Each type of item to be purchased should be separately listed with unit costs.

E. Supplies and Other Operating Expenses. List items within this category by major type (e.g., office supplies, training materials, research forms, telephone and postage) and show basis for computation ("x" dollars per month for office supplies, "y" dollars per person for training materials, telephone--long distance at "z" dollars per month, etc.). Large items should be separately listed and identified (e.g., unusual supply items, special printing or mailings required for project). (i) On miscellaneous expenses: a specific itemization of each type of expense with basis of computation should be provided. (ii) Where indirect costs are claimed: a computed rate allocated on the basis of wages or salaries must be shown plus evidence that the rate has been audited and approved by a government audit agency. For those projects being implemented by local governments, consistent with the Financial Guide (page 31), indirect costs not in excess of 5% of total project costs may be claimed when the implementing agency does not have an audited rate. (iii) For subcontract services: the nature of the services, other than professional services indicated above, to be retained and estimated contract amount should be shown.

F. Total Project Costs. The "Total Project Cost" should be the sum of the "Category Totals" or of all individually listed budget items.

See also notes on reverse side of page 3 concerning matching contributions and cost allowance policies.

A. Personnel (Employees)

(1) Salaries (list each position with salary rate & percentage of time devoted-		
Business Manager - MSP 10% @ 1013 X 30 mos.		3,039.
Accountant & Clerk - 100% @ 539 X 30 mos.	16,170.	
Architect - State - 10% @ 1650. X 30		4,950.
Montana State Prison Staff Planning Board (6 additional members) 10% @ 625. X 30		11,250.

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12. BUDGET NARRATIVE

Begin below and add as many continuation pages (3a, 3b, etc.) as may be necessary to relate the items budgeted to project activities, and complete the required justification and explanation of the project budget.

A. Personnel

(1) Salaries:

The grantee will contribute the salaries of those state personnel who will be administering this project. Their salary contribution will be computed based upon the estimated percent of time to be spent by the respective person or persons in accomplishing the project tasks. 71,881.00

The additional employees needed to administer the project will be funded from the grant award funds. 34,193.00

B. Professional Services

(1) Individual Consultants:

a. Gordon Browder, Ph. D. U of North Carolina; Professor of Sociology and Executive Director of the Institute for Social Science Research, Univ. of Montana; & member of Region I Advisory Council to the Governor's Crime Control Commission. Dr. Browder will be utilized as a researcher and program consultant in those areas where professional assistance is needed in the final planning stage and implementation stage of this project. 9,000.00

b. Two additional program and research consultants to assist in the initial programming phase. 4,800.00

c. Two Program Planning & Design Consultants to assist in the initial programming phase. 4,800.00

The planning and consulting services to be provided by the aforementioned will be to assist the Project Planning Staff in providing a program to the awarded architectual firm which outlines the basic requirements and the basic penal philosophies under which the proposed Multi-Agency Correctional facilities is to operate. In providing the report, it will then be the architects responsibility to achieve and maintain the philosophies desired in relation to the custody requirements and the penal philosophies for the rehabilitation of the incarcerated. The first program report will be preliminary in nature and will relate those components necessary for preliminary designs and drawings. The final program report will incooperate the results of influences, adjustments to the thinking, and the design conditions which have been considered important - all of which will result from the research and planning staff conferences.

(2) Contracting or Service Organization and Associations - The contracted services of the architectual firm will consist of preliminary working drawings, working drawings which must be approved by state agencies, written interpretations of the drawings and specifications required for bid purposes. The architectual firm will also be required to provide supervision which will include inspections, evaluations, review of shop drawings and the preparation of supplementary detail drawings. This item also includes legal costs. 305,000.00

C. Travel

Anticipated cost of per deim and travel relative to the official travel of staff personnel in coordinating the planning phase of the project and to cover those costs occured during the implementation phase. 21,000.00

D. Equipment -0-

The necessary equipment is included in the new facility costs.

E. Supplies and Other Operating Expenses

(1) (See the two attached sheets 3a & 3b) New Facility.)

(2) Existing complexes, facilities, and land valuation supporting the proposed facility

(see attached sheet 3c)

8. Towers ... 4 at 200 sq. ft. = 1,600 sq. ft.
Estimated Cost: 1,600 sq. ft. at $45.00 per sq. ft. = 72,000.00

9. Site development ... to include:

(a) Roads and Paving areas	40,000.00	
(b) Fencing (Security)	57,000.00	
(c) Sidewalks and Curbs	15,000.00	
(d) Exterior lighting.	35,000.00	
(e) Grass and Landscaping	25,000.00	
(f) Exterior Recreation areas	25,000.00	
Estimated Cost:		197,500.00

10. Utilities ... to include:

(a) Sewage lagoon	101,000.00	
(b) Water System including distribution system	220,000.00	
Estimated Cost:		321,000.00

11. Remodel Rothe Hall ... to include:

Classrooms, vocational-rehab, and light industries
Lump Sum: 150,000.00

12. City County Jail Complex

Offices, communications, security section, juvenile and female holding, paroles and probation 90,000.00

13. Moveable Equipment

New equipment to supplement existing equipment and replace old equipment. 240,000.00

14. Other Costs

Note: Page 2 Item B (2) covers architectual and legal cost. ($305,000.00)

SUB TOTAL 4,565,000.00

Form LEAA-OLEP-5 (Revised)
(Edition 12-30-69)

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

APPLICATION FOR GRANT DISCRETIONARY FUNDS

13. Budget Summary and Projection

Budget Categories	Prior Project Phases	Present Phase	Successive Phases	Total
Personnel (Salaries and Benefits)		106,074.		106,074.
Professional Services (Individuals and Consulting Organizations and Associations)		323,600.		323,600.
Travel (Transportation and Subsistence)		21,000.		21,000.
Equipment		-0-		-0-
Supplies and Other Operating Expenses		6,206,799.		6,206,799.
TOTAL		6,657,473.		6,657,473.
Duration of Project Phases (in months)		30		

14. Federal Support. Will other Federal support be available for any part of this project? Yes_____ No X
If yes, identify and explain:

15. Federal Submissions. Have other Federal agencies been contacted for assistance on this or similar projects? Yes_____ No X If Yes, identify and indicate status:

16. STANDARD GRANT CONDITIONS - Applicant understands and agrees that any grant received, directly or through its State law enforcement planning agency designated under P. L. 90-351, as a result of this application shall be subject to and incorporate the following grant conditions.

(1) Reports. The grantee shall submit, at such times and in such form as may be prescribed, such reports as the Law Enforcement Assistance Administration may reasonably require, including quarterly financial reports and periodic progress reports and final financial and narrative reports.

(2) Copyrights. Where activities supported by this grant produce original books, manuals, films, or other copyrightable material, the grantee may copyright such, but LEAA reserves a royalty-free, non-exclusive and irrevocable license to produce, publish, and use such materials, and to authorize others to do so.

(3) Patents. If any discovery or invention arises or is developed in the course of or as a result of work performed under this grant, by any level of implementing grantee, subgrantee, or contractor, the grantee shall refer the discovery or invention to LEAA, which will determine whether or not patent protection will be sought, how any rights therein, including patent rights, will be disposed of and administered, and the necessity of other action required to protect the public interest in work supported with Federal funds, all in accordance with the Presidential Memorandum of October 10, 1963, on Government Patent Policy. The grantee in his final narrative report (see (1) above) shall identify any discovery or invention arising under or developed in the course of or as a result of work performed under this grant or shall certify that there are no such inventions or discoveries.

(4) Discrimination Prohibited. No person shall, on the grounds of race, creed, color or national origin, be excluded from participation in, be refused the benefits of, or be otherwise subjected to discrimination under grants awarded pursuant to P. L. 90-351 or any project, program, activity, or subgrant supported by such grants. Grantees must comply with the provisions and requirements of Title VI of the Civil Rights Act of 1964 and regulations issued by the Department of Justice thereunder as a condition of award of Federal funds and continued grant support. Grantees further must comply with the Justice Department equal employment opportunity regulation in Federally assisted programs, to the end that discrimination in employment practices of State planning agencies, law enforcement agencies and other agencies or offices administering, conducting or participating in any program or activity receiving Federal financial assistance, on the grounds of race, color, creed, or national origin, be eliminated. This grant condition shall not be interpreted to require the imposition in State plans or planning agency subgrant programs of any percentage ratio, quota system, or other program to achieve racial balance or eliminate racial imbalance in a law enforcement agency. The United States reserves the right to seek judicial enforcement of this condition.

(5) Termination of Aid. This grant may be terminated or fund payments discontinued by LEAA where it finds a substantial failure to comply with the provisions of P. L. 90-351 or regulations promulgated thereunder, including these grant conditions or application obligations, but only after notice and hearing and pursuant to all procedures set forth in Sections 510 and 511 of P. L. 90-351.

(6) Inspection and Audit. The Administration and the Comptroller General of the United States, or any of their duly authorized representatives, shall have access for purposes of audit and examinations to any books, documents, papers, and records of the grantee, and to relevant books and records of subgrantees and contractors, as provided in Section 521 of P. L. 90-351. A notice to this effect shall appear in all subgrants and other arrangements for implementation of this project.

13. Budget Summary and Projection. This need be completed only where (i) specifically requested by the terms of the discretionary grant program under which application is being made or (ii) the applicant desires to show fiscal needs for project continuation in future periods (the successive phases column). The "present phase" column relates to the "project duration" shown in application item 4. All applications for continuation support must complete this item, including the "Prior Project Phases" column, adjusted for actual budget experience.

14. Federal Support: When other Federal funds will be available for financing of components or parts of the project, the applicant should indicate and explain. This should be interpreted broadly and include notice of any related activities supported by other Federal programs (OEO, HEW, Labor, etc.).

15. Federal Submissions: Indicate other Federal agencies or programs to which this proposal, or an earlier version, or a related project idea has been submitted or offered for discussion. Indicate status thereof.

16. Standard Grant Conditions: This item sets forth the conditions for the extension of grant assistance to any applicant and, when an award is made and grant funds are accepted thereunder, will become a binding contractual commitment of the grantee. The applicant should satisfy itself that it has read, understands, and is willing to comply with these grant conditions and the rules and regulations incorporated therein concerning administration of grants established by the Law Enforcement Assistance Administration.

(7) Maintenance of Records. All required records shall be maintained until an audit by LEAA or its representatives is completed and all questions arising there from are resolved, or for three years after final payment is made on the grant, subgrant, contract, or subcontract under which this project is being implemented, whichever is sooner.

(8) Utilization and Payment of Funds. Funds awarded may be expended only for purposes and activities covered by grantee's approved project plan and budget. Project funds may be made available through a letter of credit system pursuant to rules and procedures as to establishment, withdrawals, etc., issued by the Administration and with which grantees must comply. Where grant awards are not sufficiently large to require this system, payments will be made on the basis of periodic requests and estimates of fund needs submitted by the grantee. Payments will be adjusted to correct previous overpayments or underpayments and disallowances resulting from audit. Letters of credit may be revoked for failure to comply with requirements pertaining thereto.

(9) Allowable Costs. The allowability of costs incurred under any grant shall be determined in accordance with the general principles of allowability and standards for selected cost items set forth in Bureau of Budget Circular No. A-87, "Principles for Determining Costs Applicable to Grants and Contracts with State and Local Governments," as further defined and delimited in conditions 10 and 11 below, and in the LEAA Financial Guide for Administration of Planning and Action Grants.

(10) Expenses Not Allowable. Grant funds may not be expended for (a) items not part of the approved budget or separately approved by LEAA; (b) purchase or construction of land and buildings or improvements thereon, or payment of real estate mortgages or taxes, unless specifically provided for in the grant agreement; (c) dues to organizations or federations; (d) entertainment, amusements, or social activities, and incidental costs related thereto; (e) purchase of automobiles or other automotive vehicles unless provided for in the grent agreement, or (f) indirect (overhead) costs, where the grantee does not have an indirect expense allocation system and rate acceptable to LEAA. Expenditure of funds in excess of the submitted total cost estimate for any major budget category will be permitted only with LEAA approval where this involves an increase of more than 10 percent in the total category cost estimate. Such increases will be deemed, in effect, to constitute an amendment of the grant application and award requiring grantor concurrence. In certain cases, grantees which are State law enforcement planning agencies may extend these approvals on behalf of LEAA for their subgrantees.

(11) Written Approval of Changes. Grantees must obtain prior written approval from LEAA for major project changes. These include (a) changes of substance in project activities, designs, or research plans set forth in the approved application; (b) changes in the project director or key professional personnel identified in the approved application; and (c) changes in the approved project budget as specified in the preceding condition.

(12) Project Income. All interest or other income earned by the grantee with respect to grant funds or as a result of conduct of the grant project (sale of publications, registration fees, service charges on fees, etc.) must be accounted for. Interest on grant funds must be returned to LEAA by check payable to the United States Treasury, and other income should be applied to project purposes or in reduction of project costs; provided, however, that if the grantee is a unit of government, the grantee shall not be accountable for interest earned on grant funds pending their disbursement or actual application for project purposes.

(13) Title to Property. Title to property acquired in whole or in part with grant funds in accordance with approved budgets shall vest in the grantee, subject to divestment at the option of LEAA (to the extent of LEAA contribution toward the purchase thereof) exercisable only upon notice within 120 days after the end of the grant period or termination of the grant. Grantees shall exercise due care in the use, maintenance, protection and preservation of such property during the period of project use.

(14) Publications. The grantee may publish, at its own expense, the results of grant activity without prior review by LEAA provided that any publication (written, visual, or sound) contains an acknowledgement of LEAA grant support. At least 25 copies of any such publication must be furnished to LEAA but only 10 copies of training materials (where used in grant project) must be supplied, except as otherwise requested or approved by LEAA. Publication of documents or reports with grant funds beyond quantities required to meet standard report requirements must be provided for in approved project plans or budgets or otherwise approved by LEAA and, for large quantity publication, manuscripts must be submitted in advance to LEAA.

(15) Third Party Participation. No contract or agreement may be entered into by the grentee for execution of project activities or provision of services to a grant project (other than purchase of supplies or standard commerciel or maintenance services) which is not incorporated in the approved proposal or approved in advance by LEAA. Any such arrangements shall provide that the grantee will retain ultimate control and responsibility for the grant project and that the contractor or subgrantee shall be bound by these grant conditions and any other requirements applicable to the grantee in the conduct of the project.

(16) Obligation of Grant Funds. Grant funds may not, without advance written approval by LEAA, be obligated prior to the effective date or subsequent to the termination date of the grant period. Obligations outstanding as of the termination date shall be liquidated within 90 days. Such obligations must be related to goods or services provided and utilized within the grant period.

(17) Fiscal Regulations. The fiscal administration of grents shall be subject to such further rules, regulations, and policies, concerning accounting and records, payment of funds, cost allowability, submission of financial reports, etc., as may be prescribed by LEAA, including those set forth in the LEAA Guide for Discretionary Grant Programs and those specified as applicable to discretionary grants in the LEAA Financial Guide for Administration of Planning and Action Grants.

17. ASSURANCE OF COMPLIANCE WITH CIVIL RIGHTS ACT OF 1964. The grantee hereby assures that it will comply with and will insure compliance by its subgrantees and contractors with Title VI of the Civil Rights Act of 1964 and all requirements imposed by or pursuant to regulations of the Department of Justice (28 C. F. R. Part 42) issued pursuant to that title, to the end that no person shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the applicant receives Federal financial assistance from the Department of Justice. The grantee further will comply with and insure compliance by its subgrantees and contractors with Justice Department equal employment regulation in federally assisted programs (28 C. F. R. Part 42, subpart D) to the end that employment discrimination in such programs on the grounds of race, color, creed or national origin, shall be elimineted. The grantee recognizes the right of the United States to seek judicial enforcement of the foregoing covenants against discrimination, and will include a similar covenant assuring the right of the United States to seek judicial enforcement in its subgrants or contracts.

18. Date: 5-26-71	19. Total Pages in Application	20. State Planning Agency Certification and Approval Effected ☒ Yes ☐ No ☐ Not Applicable
21. Signature of Authorized Official (Item 9 of Application)		

17. Compliance with Civil Rights Act: No entries are required for this item but it constitutes a major commitment of the applicant and must be accepted as a precondition for grant support. Its contents should be regarded as an integral part of the application and as binding as specific data or representations supplied elsewhere. Amplification and explanation of grantee commitments hereunder can be found in departmental and LEAA regulations issued under Title VI of the Civil Rights Act of 1964.

18. Date: Indicate the date the completed application is signed.

19. Pages in Application: Indicate the total number of pages (separate sheets) contained in the complete application, exclusive of appended brochures, printed materials, etc. Since there may be continuation pages ("1a," "2a") this number may be larger than that shown by the consecutive numbering of the application.

20. SPA Certification and Approval: All discretionary grant applications not directly prepared and filed by State law enforcement planning agencies should have a completed "Discretionary Grant Application Endorsement" attached to the application before final processing and award action can be completed. The preferred procedure is to have the attachment appended to the application submission when made to LEAA. If this is not done LEAA will assume that the endorsement has been requested by the applicant and that it will be forwarded by separate transmittal.

21. Signature: The official named in Item 9 as the individual authorized to sign the application should execute the original application. Additional copies should also indicate the fact and date of signing.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

APPLICATION FOR GRANT
DISCRETIONARY FUNDS

22. PROJECT PLAN AND SUPPORTING DATA

Please state clearly and in detail, within ten pages if possible, the aims of the project, precisely what will be done, who will be involved and what is expected to result. Use the following major headings:

P. I. Goals
P. II. Impact and Results
P. III. Methods and Timetable
P. IV. Evaluation
P. V. Resources.

Number subsequent pages consecutively, i.e., Application Page 7, Application Page 8, etc. See page 6 instructions for future guidance.

If this is a continuation application, a detailed report of project accomplishments and status, current to within 60 days of termination of grant period, must be incorporated in or appended to the application.

MONTANA MULTI-AGENCY FACILITY AND PROGRAM

Discretionary Grant Application Instructions--Page 6 Items

Each of the informational items outlined below should be covered in the Project Plan and Supporting Data. Certain items may require more attention or elaboration than others, especially where the specifications of the discretionary grant program under which application is being made largely determine or define some of the project plan elements (e.g., goals, impact, methods). However, no item should be omitted, if only to explain how overall program goals or specifications will operate or be implemented in the particular project or law enforcement context of the applicant jurisdiction.

Special Note: Where the announcements of discretionary grant programs request specific data to be included in applications, such data should be added and integrated into the informational components below or separately set forth and identified. It is important that applicants respond fully to these special data requirements.

I. GOALS--The discussion of goals should indicate the problem or need being addressed and the manner in which it is expected that the program will make a contribution to law enforcement improvement or crime prevention or control in the applicant's jurisdiction or area of responsibility (and elsewhere, if such potential exists). Provide sufficient background in terms of existing law enforcement conditions, crime incidence and other local circumstances (statistical and descriptive) to permit full understanding of the applicant's project objectives.

II. IMPACT AND RESULTS--This section should decribe precisely what the project, if successful, will demonstrate or achieve. This should include an indication of units of government, law enforcement agencies, or other groups to be benefitted, the level or scope of impact expected (e.g., workloads to be handled, number of persons trained, quantitative estimate of services to be provided, exactly what new capabilities or units will be established) and any ultimate impact anticipated on how law enforcement activities (police, court or correctional) are carried out or on crime control or prevention effectiveness.

III. METHODS AND TIMETABLE--Indicate as precisely as possible how the project will be executed and what design or methods will be utilized in carrying it out. This should include (i)a description of the various steps and stages of the project,(ii) a work schedule of what will be done at each stage and estimated time intervals involved,(iii) how the work will be organized, and (iv) who will handle each element. In training projects, the "methods" description should include (i) type of training proposed,(ii) an outline of curriculum,(iii) estimated number of trainees and course presentations to be involved,and (iv) teaching methods and materials contemplated.

IV. EVALUATION--Indicate what arrangements will be made to evaluate project results and performance (methods and criteria to be used, who will undertake, etc.). This is an important aspect of the project and should be accorded the same advance planning as the project design itself. In some cases, LEAA will undertake or arrange for evaluation of all like grants within the same discretionary fund program, in which case grantees will be expected to participate in and fully cooperate with data gathering, interviews, special reports and other evaluation activities and needs.

V. RESOURCES--In this section, the applicant should (i) provide short resumes or biographical sketches of key professional staff or consultants to be involved in the project (one or two paragraphs indicating position in project, education, past employment or experience, and publications or other professional recognition) or, where specific staff has not yet been identified, the qualifications and background which will be sought for key positions; (ii) to the extent not previously set out, describe the staff organization of the project, lines of decision, and policy or advisory bodies concerned with project execution; (iii) indicate achievements, experience and other activities which qualify the applicant to conduct the project or have relevance to project work and (iv) where the cooperation and support of units, groups, or agencies other than the applicant is necessary for project success, indicate their roles and relationships to the grantee and furnish letters of endorsement or other evidence of support for or willingness to participate in the project.

Note re Continuation Applications. The basic elements of the project plan should be addressed in terms of goals, impact, methods, etc. for the continuation period. The detailed report of past results and progress required of continuation applicants will cover the record of initial project implementation.

GPO 905-223

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I. GOALS

A. MONTANA STATE PRISON

1. History

The territory of Montana, created in 1864, had no prison during the Civil War and gold rush days. Federal prisoners, convicted of violating the laws of Congress, were being sent under contact to the Nebraska State Penitentiary; those convicted of violating territorial laws were in county jails, mostly in Madison County. A rudimentary federal prison existed for a short time in Virginia City, but it was not adequate for the demands of the territory.

A properly equipped penitentiary was demanded by Territorial Governor James M. Ashley, and on January 22, 1867, Congress appropriated money from the internal revenues to erect a Territorial Prison in Montana. Deer Lodge, was selected as the penitentiary site, and the cornerstone was laid on June 2, 1879, by Territorial Governor Benjamin F. Potts. (The Deer Lodge Valley citizens had a choice of the prison or a college. Their choice of a prison was undoubtedly made with an eye toward creating employment opportunities, for these same citizens, proved their interest in educational matters by founding Trask Hall in 1878, better known as Montana Collegiate Institute, the first college in the Territory). The 14-cell building was ready for occupancy a year later. Total cost was $39,300.00.

The prison at Deer Lodge and erection of another prison at Billings were started at the same time, but the Billings project was abandoned before completion. The unfinished portion of that proposed prison at Billings still stands as a monument to human errors.

The penitentiary was built under authority of the federal government, for the Territory. In 1874, by order of the United States Attorney General, the penitentiary was transferred to ownership and control by the United States authorities.

A contract to confine persons convicted of territorial violations, at the rate of one dollar per day, was made on behalf of the Territory with the Attorney General.

The Warden's duties included auditing and managing the accounts of the United States under this contract, and he served for a salary of forty dollars a month. The large stone building stood on a four-acre plot surrounded by a sixteen foot high fence.

The new State of Montana took over operation of the prison in 1889, and has built and operated the facilities at Deer Lodge since that time. The system of numbering prisoners began in 1894. More than 23,000 new convicts have been processed since that time.

Since it became a Territorial prison in 1873, the prison at Deer Lodge has generally been a leader in rehabilitation methods. But while Frank Conley was warden (1883-1921), the word rehabilitation was non-existent. Conley became Warden of the Territorial Prison, following Colonel Botkin, before Montana became a state. According to the contracted agreement with the United States, a consideration of 78 cents a day was paid by the Territory for feeding, clothing and providing medical treatment for each prisoner. Warden Conley fed, clothed and treated the convicts' ailments while operating the institution as his own estate manned by convicted serfs.

With Deputy Warden Archie McTague, Warden Conley operated the prison as a private venture until 1889. During those six years, they developed a system of using prison labor that they continued until 1921. Conley hired out his convict labor for public and private work, using whip, chains and dogs on the men as he thought necessary - and retained the income for his own use.

The prisoners built roads, state buildings at Warm Springs and Galen, and walls and buildings at the prison. A prison theater, donated in 1919 by Senator William A. Clark, Jr., was constructed entirely by prison labor. Convicts were kept busy from dawn until dark, and Warden Conley became a very rich man.

In 1953, the 30,000-acre Deer Lodge Farms were purchased by the State to become a part of the prison facilities. Governor Hugh Aronson signed the papers for this major expansion.

Construction at the Prison Ranch has progressed steadily since purchase of the land. An abattoir was built in 1953. First unit of the 200-man Rothe Hall was begun in 1958, and completed in 1963. A Tag Plant was built in 1965, and a new dairy, to serve all institutions in the valley, was begun in 1965, and was completed in 1968. A Medical Research Center operated jointly with the University of Montana was completed in 1968. Concurrently, several farm and maintenance buildings, utilities and distribution systems, roads and fences were built on the ranch property. Land for all future needs of Montana State Prison is available at the Prison Ranch, especially the site selected for the Multi-Agency Correctional Facility.

(a) Population Evaluation

Montana State Prison, when opened in 1871, had 14 cells. Within five years there were 28 cells and 80 prisoners.

Serious unemployment and money shortages in the earlier years of the Depression spawned crimes of violence and despair, and the prison population of Deer Lodge rose to 721 in 1932. During World War II the population dropped, but increased steadily after the war to reach 760 prisoners in 1964.

Decisions by courts and many new alternatives to incarceration have contributed to a drastic reduction of the present prison population, which now varies between 250-300 inmates.

Present trends indicate that the total prison population in Montana will level off at about 325-375 inmates.

With adequate facilities, up to 75% of this population could be classified in the Medium-Minimum bracket.

2. Present Problem and Needs

(a) Physical Plant

The Montana State Prison is, at present, actually two prisons; the main Maximum Security Prison in the center of the City of Deer Lodge; and Rothe Hall, the Medium-Minimum Security Prison on the Prison Ranch, several miles west of Deer Lodge.

Besides the obvious duplication of staff, operation and equipment, neither facility is prepared to meet the immediate or future needs of the State or its inmates.

The Maximum Security Prison is at such a point of depreciation,

physically and mechanically, that further investment of maintenance monies is not only painful, but of questionable value in terms of being a wise use of tax dollars.

Its main housing unit inside the walls, built in 1912, is of such design that the implementation of advanced practices or techniques is not feasible. Living quarters provided for the inmates are samll, electrical systems are overloaded, fire protection is limited, plumbing and utility carriers are deteriorated, resulting in loss of service and capacity (hot water service is not provided to individual cells), roofs are leaking with the usual interior damage, boilers are of such age and condition that they could become unrepairable at anytime. The program structure and industry have surpassed the flexibility of the physical plant to the point of it being an inhibiting factor to the training and the resocialization of the inmate population.

Rothe Hall, while a newer facility, housing what probably represents our greatest potential for resocialization was out of necessity, planned and constructed without adequate service and support floor space. We send the best half of our inmates to this unit but penalize them by lack of training, education, library and activity areas.

Montana State Prison, as with many other earlier designs, was built with little insight into the changing philosophy and changing program needs. Likewise, an adequately staffed program

with advanced ideas and objectives operating in a physical plant which isolates the staff from the inmate by physical barriers and remote location, will function under a serious handicap.

In effect, Montana's greatest opportunity to work with and provide services for its tractable population, is hampered by its physical plant.

Enclosures: 1. Outside structure - main institution.
2. Main housing unit - main institution.
3. Maximum Security cell unit.
4. Rothe Hall Medium-Minimum unit.
5. Supporting data - letter from the U.S. Department of Justice - Architect.

MAIN INSTITUTION

MAIN HOUSING UNIT - MAIN INSTITUTION 1912

MAXIMUM SECURITY CELL

ROTHE HALL MED.-MIN. UNIT

UNITED STATES GOVERNMENT

Memorandum

DEPARTMENT OF JUSTICE

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

File

DATE: December 1, 1970

Robert D. Barnes, Architect

Technical Assistance - Montana State Prison - Deer Lodge Montana

On November 6, 1970 Mr. Henry Lang, Montana SPA Office and the writer visited the Montana State Penitentiary and toured it in company with Warden W.J. Estelle Jr.

The institution has completely outlived its economic life and should be replaced in entirety as soon as possible. The property under institution control is extensive, running into thousands of acres. Thus, many adequate sites are available if it seems reasonable to retain the state prison at Deer Lodge Montana.

Inmate population has been fluxuating over the last several years from a high of some 500 inmates to its present 250 inmates. This I understand is due to changes in Parole and Probation practices. The Warden believes that this state population will increase in the years ahead and visualizes need for a 400 inmate institution, a figure which seems reasonable and prudent. The state population is approximately 700,000 and has been fairly stable at this point for several decades.

Warden Estelle had discussed the programming size and cost of a new institution with the state architect and others and had arrived at an estimate of $4,000,000. I concurred that this amount seemed adequate for the building proper but that another $1,000,000 would be needed to provide funds for:

(a) Site Development (Roads, Walks, Services, etc.)
(b) Architect and Engineering Fees
(c) Furnishings and Equipment-movable
(d) Contingencies

Warden Estelle hopes to obtain a major portion of his construction money from LEAA and estimates that the State Legislature will advance him no more than $1,000,000 and the right to expend this contingent upon the remainder of the construction funds being supplied by LEAA.

Naturally I was non-committal regarding his chances of obtaining $4,000,000 from LEAA and suggested that he substantially increase his request and justification to the State Legislation. Also it was thought that Warden Estelle should prepare in writing the programs and objectives of the proposed new institution.

Further Mr. Lang and I felt that a feasibility study should be made to develop plan schematics and reliable cost figures to accompany the developed written program.

(b) Program Structure

Montana State Prison, being the only adult correctional facility in the state for male and female offenders, receives all felons committed by Montana Courts. This diversity in age (16 years and up) and type of crimes, pose immense problems for the staff of the institution. Planning and implementation of programs suitable to meet the needs of such a population, with considerations for long and short term inmates, have in the past and is at present, a problem that can only be met with a tailored architectural and program design.

(1) Inmate Program Availability Under Present Physical Plant.

The majority of programs available to the inmate population are those which could be classified as on the job training (programs necessary to maintain the antiquated facility). Many jobs under this classification include Maintenance, Industries, Food Service and Farm Operations.

Because of the multitude of positions that have to be filled to maintain the facility, little opportunity of time is available for those inmates to be involved in educational or vocational programs. Up until October 1, 1970, Montana State Prison had only one single program that could be classified as a structured vocational program. The involvement in this unit was less than 1% of the total population. Even in this area, vital instructional periods have been deleted in order to fulfill the

needs and production demands of the institution. On October 1, 1970 Manpower Development Training Assistance began the institution's first vocational program in its entirety; trailer houses were positioned near production areas to serve as classrooms, storage sheds were converted to instructional-work areas, and every available facility was proportioned to suit program needs. Through the efforts of each staff member these programs have maintained continuity in instruction with little interference due to production and maintance demands. The situation as it now exists, is such that maintenance efforts are lagging and that further deterioration of facilities is even more evident.

Approximately 40% of our population is involved in constructive Agriculture work programs on the prison's 32,500 acre ranch, of which 2,860 acres are used for cropland and 29,640 acres are in pasture, timber, and hay. Barley, oats, wheat, hay, potatoes and garden vegetables are grown on the ranch. Beef cattle (2600), pork (1200), turkeys (800), and chickens (1000), are the livestock and poultry enterprises. These ranch operations require the services of a manager, 14 employees, and approximately 80 inmates. With the size and versatility of the ranch a great potential for expansion of programs is available under a structured vocational unit.

Not only does this ranch provide many of the products consumed by the prison, but it also provides all of the major state institutions with meat, milk and dairy products.

To further enhance this operation, a modern dairy facility was constructed in 1968. This unit is very capable of providing a competitive vocational program.

The remainder of the Medium-Minimum population housed in the Rothe Hall unit is involved in programs that support the maintenance and ranching operation. Adequate facilities, including vehicle and farm equipment maintenance, sawmill operations and logging, slaughter house and packing plant and granary surround the project site.

MDTA is providing four worthwhile inmate training programs that are underway at this time: Slaughtering-Meat Cutting; Farm Equipment Repair; Vehicle Maintenance and Tune-up; Cooking and Baking.

Unless adequate facilities can be provided, the institution stands a good chance of losing continued funding for this porgram.

The inmate education program includes both primary and secondary schooling, credit and non-credit college work and a limited reference library facility. The limited variety of university courses and an open-adjoining classroom facilities have had an unfavorable impact upon inmate motivation and perception of the educational pro-

gram value.

Although an admission and orientation program is functioning, the concept is outmoted. Proper separating and orientation facilities are not available which directly deters the functional reception and diagnosis process. Inmates are offered various leisure time and community activities. Those within the Maximum Security walls have adequate recreational facilities and space available; those on Medium-Minimum status are penalized by the lack of such facilities. The activities that take place within the institution include hobbycraft, Toastmasters, Alchololic Anonymous, Jaycees, North American Indian League and various religious organizations. Inmate athletic teams regularly compete against teams in the free community as part of the community recreation program. Members of the various organizations in the prison and other specially selected inmates occasionally are featured as speakers at various community and school programs.

Religious programs include chapel services which are provided by a full time Protestant chaplain and a half-time Catholic chaplain (paid staff members). Other denominations hold religious programs and services on a volunteer basis.

Medical, dental, and pharmaceutical services are provided on a contract basis. One full time RN and one LPN operate the prison hospital facilities.

Inmates are utilized as full time attendants and technicians. Major operations must be handled by the county hospital because our existeng operating room was condemned four years ago by the State Board of Health. Limited psychiatric, psychological and casework services are available. One psychiatrist visits the institution two days a month, which under present needs and population content is far from adequate. A team of doctorial candidates from the University of Montana conduct Individual and Group Therapy two days a week on a contract basis. Montana no longer provides housing and services for long term female offenders. Once received, they are held in a four cell unit until a limited week orientation period is completed. They are then transported to the Nebraska Correctional Institution where an adequate program of resocialization can be provided. The only exceptions are those female offenders who are primarily short-term and low-risk. These inmates are placed into a vocational program at the State Hospital with educational and supervision services provided by the hospital staff.

3. Project Objectives

The primary project goal is to replace the present 100 year old prison with a multi-custody facility (Maximum-Medium-Minimum) of advanced design and practice, capable of meeting the specific needs of Montana offenders.

The physical construction and design of the facility will be such that it will provide for maximum operational efficiency as well as to form an attractive environment effect. There will be no high encompassing stone walls, no reinforced fortress or telephone effect branches. Security for the housing units will be designed to provide for adjacent outdoor sports and activities areas. The design will also provide the separated security for Administration, central security, visitors, dining, food preparation classes, academic and technical training, industry, warehousing, and vehicle maintenance and housing. The architectural design, in turn, will be such to provide for appropriate correctional programs, particularly those involving community resources and other agencies of the state.

(a) Physical Plant

(1) Site-Planning Influence

The proposed site lies on the 32, 500 acre prison ranch. The ranch is state owned and located three miles from the City of Deer Lodge, in the Broad Fork River Valley, near Tin Cup Joe Creek, one of the river's tributaries. All of the ranch operations, maintenance, and program sources lie within a 4000 foot radius of the proposed site.

The building site is served by water lines from a private 70,000 gallon reservoir plus a joint use 12 inch water main shared with the City of Deer Lodge. A high pressure natural gas main, and a 12,000 volt

three-phase power line also serve the site. The entire complex discharges sewage and wastes into an inadequate five acre sewage lagoon.

Hard surface roads connect the various work centers on the ranch and connect the ranch with Deer Lodge and with the Conley Lake reservoir.

The site has a gradual but definite graded descent to the east. A test pit dug at the present dairy location, which is located approximately on-half mile from the proposed building site, indicated that the general area has a good building base and an allowable soil bearing capacity of 5000 pounds per square foot.

Therefore, building on the proposed ranch site should present no serious support or foundation problems.

(2) Capacity and Population Characteristics

The proposed facility will be designed to house 400 inmates, which could be raised to 500 in emergent conditions.

The following breakdown of the characteristics of the inmate population will serve as a guide and indicate the diversity of Montana's inmate population.

Education achievement derived from sample of Counselors' caseloads:

68% - Achieved 1-8 grades

27% - Achieved 9-12 grades

5% - Achieved some college education

Vocational background derived from sample of Counselors' caseloads:

75% - Unskilled workers

24% - Skilled workers

1% - Professional occupations

Religious background estimated from averaging available statistical data for past 5 years:

57% - Protestant

38% - Roman Catholic

5% - No religion

Racial background according to 1969 statistical data:

72% - Caucasian

21% - American Indian

6% - Mixed American Indian Caucasian

¼% - Mexican

¼% - Negro

¼% - Spanish

¼% - Other racial groups

Estimated average age derived from statistical data for past 5 years: 30

Marital status: Majority - married

Characteristics of social background based on sample of Counselors' caseloads:

Characteristic	Prevalence
Deficient religious orientation	70%
Unusual family mobility	25%
Foster home or adopted child	10%
Inadequate supervision	35%
Problem drinking in parents or parental surrogates	35%
Cruelty of parents	20%
Low socio-economic status of family	60%
Home broken by death, divorce, desertion	68%
Conflicts with parent, both parents, or parent surrogates	85%
Gang influence	35%
Parents retarded mentally or emotionally disturbed	5%

Alcohol as a precipitating factor in committal of the crime: 79% (approximately 39% of inmate population are believed to be problem drinkers in the community).

Other precipitating factors: situational stress, loss of employment, inappropriate coping mechanism.

Personality Characteristics: Perhaps 75% to 80% are believed to have antisocial personality disorders. The remaining 20% to 25% are composed of passive-aggressive, aggressive, passive-dependent,

inadequate, schizoid, borderline psychotic and psychotic disorders or are without psychiatric impairment.

Inmates under 21 years of age: 43 (December, 1969) or 11% of the inmate population.

Average term served in 1969: 1 year.

Average sentence imposed by Judges in 1969: 4 years.

Other data taken from Social Service Statistical Board for year 1969:

Total paroled to 12/69	156
Total discharged to 12/69	113
Total released to 12/69	269
Total parole violators to 12/69	54
Total paroled in 1969 and violated in '69	18
Inmates received from Pine Hills School to 12/69	41
Inmates received from out of state institutions to 12/69	42
Inmates received from other in-state institutions to 12/69	5
Inmates received with no priors from in-state	36
Inmates received from out of state	77
Inmates received with no priors from out of state	17

Crime characteristics of inmates received to 12/69:

Crime	Number of inmates received
Forgery	50
Burglary	65
Grand Larceny	22
U.A.W.O.C.	2
Assault	19
Robbery	12
Narcotics	4
Other	86

(3) Housing Units

A 75 cell Maximum Security unit of modern design will provide housing for those inmates unable to obtain Medium or Minimum classification. This unit will also include the institutions disciplinary area for problem or especially hostile inmates and a segregation unit for those on Administrative or Institutional segregation.

Dormitory units will be utilized for Medium and Minimum inmates. This will be a departure from the traditional cell hall construction in that the proposed units will be designed to provide a relaxed, tension-free program. The dormitory units, which may vary in size, will be singular in nature, but will have congregate toilet and bathing facilities. The units will

provide a degree of privacy and a place where occupants can engage in study or reading during their leisure time without being subjected to external pressures. Space will be provided for group activities under the direct supervision of correctional personnel. A day-room area will provide an opportunity for the men to socialize, enjoy TV, and engage in group inter-play which hopefully will constitute an important portion of the total program.

All housing units would be designed and developed so that they would require a minimum of supervision and, quite conceivably, one of the Minimum units might be operated on the honor system with only occasional supervision in relatively relaxed units, this will permit a diversity of discipline and privileges based upon each man's performance.

(4) Administration-Receiving-Hospital

In the relatively small institution, such as is planned, it is desirable from the standpoint of an integrated, closely knit treatment program, that a multi-purpose area of the building complex be designed to house the Administration offices and the Social Service Department, as well as a Medical unit with an Infirmary and Receiving rooms appended.

Conceivably, the Administration unit would contain the Business Office, the typing pool, the Mailroom, a conference room and offices for the Chief Executive and his staff, a lobby and waiting room for visitors, office space for the Records Department, a communication center, offices for the Deputy, the Social Service-Correctional Caseworker staff, and space for the Staff Training Department.

Since all classifications of inmates will be housed in the one facility, it will be necessary to have two types of visiting designs and settings. An area will be provided for the visiting of Maximum and high risk inmates. The design will be such as to provide as relaxed an atmosphere as possible under already strained conditions, yet provide for the physical security necessary.

An informal visiting room will be provided for Medium-Minimum inmates. The inmate will be allowed to visit his family or friends in a rather permissive and non-restrictive setting. Grills or screens will not be used in this area to separate the visitor from prisoner.

Another unit of the main facility would be designed as an Orientation-Reception unit where all new inmates would reside for a short duration before actual pro-

gram and housing assignments. While in this unit, the inmate would receive a rather intensive lecture-discussion type of orientation.

An adequate facility would be constructed within the institution to properly provide for the medical needs of the population. This unit will have the capability to conduct minor operations and be capable of treating inmates suffering from long-term illnesses.

(5) Education-Industrial-Vocational Unit

These services and functions will be conducted in the present Rothe Hall unit. The existing building will be remodeled to accommodate the program objectives and needs of the inmate population.

(6) Food Service

The Food Service wing will be designed to function both as an inmate food service training center as well as to function as the food services facility for the inmate body. A 300 capacity dining room area is anticipated, and a cafeteria arrangement will be utilized. Because of the population size and interdependency, the building will include a bake shop, kitchen, and cold and dry storage areas.

(7) Services Unit

Although each dormitory unit will be provided with small recreation areas, for leisure time activities, a centralized gymnasium will be utilized for major

inside sports and activities. An existing all-metal gymnasium (Butler type building) will be moved to the site to serve this purpose.

Indoor and outdoor recreation areas are planned to meet the needs of the various age groups which will ultimately constitute the population of the facility. A hobby craft center will be provided for such avocational pursuits as leathercraft, ceramics, jewelry-making and art.

A library will also be privided to meet the recreational leisure-time reading needs of the entire population. The facility will be so located that it will be readily available to each inmate. Adequate natural and artificial lighting will be utilized with provisions for proper control and distribution so that a desirable visual environment is provided.

A multi-purpose area is envisioned that is large enough to adequately meet the religious needs of the inmate population.

(8) Fire Station

It will be necessary to provide a fire protection system for the total complex, primarily because of the distance of the institution from local fire protection services. An adequate fire station and equipment will be designed to provide the protection.

(9) Heating and Edectrical Plant

A central boiler and power plant, located in a secure area, will be designed to provide adequate heating and electrical distribution to the multi-purpose facility.

(b) Program Design

The success of the total program will result from the wholesome and constructive relationship that can be developed between the correctional worker and the inmate. To accomplish this requires the departure from the old-line prison construction and management to new facilities that emphasize the positive features of a re-socialization program. While discipline and security remain a necessity, these phases will be handled in such a manner that they enhance character rather than degrade the dignity of the individual. Every possible opportunity will be provided to establish habits of industry, furtherance of education, and the building of a sound sense of social responsibility. In addition to specific skills, the ultimate goal will be to successfully reintegrate the offender back into the community.

(1) Inmate Programs

Educational-Industrial-Vocational

Close coordination of all education, industrial and vocational activities will provide for an integrated program which will help the offender to achieve the balance needed for successful adjustment. School, work and vocational training, seasoned with a diversified recreational program will provide a proper balance and

hopefully catalyze the rehabilitative process. Recognizing that education is one of the prime requisites both in obtaining employment and advancement after employment is secured, provisions will be made for basic educational courses and correspondence study.

Closely associated with the academic curriculum will be a vocational training program consisting of those courses, activities, and experience which will prepare participants for either a successful beginning in industry, in a trade, or provide for a refinement of techniques already acquired. The entire vocational program will be based upon the analysis of the beginning-worker demands of industry, the opportunities and requirements for entrance to a trade and the particular characteristics and needs of the group which will compose our population. In addition, the training will constitute the major support of the institutional maintenance program.

Industries, which will be correlated with, and complimentary to the vocational program, will provide supplemental supervised work experience on a production basis. Whether industry for the individual is on a part-time of full-time basis, the experience gained there will be given to the placement and selection of all persons participating in the program. Their interests, aptitudes, and previous achievements will be studied and care taken so that individual needs for general education will be

met either before or during participation in vocational and industry training.

Recreation

The recreation program will be closely coordinated with the total facility and concept.

Envisioned is activity on two levels: one will be primarily physical activity where an inmate can participate in and develop an interest in sports and constructively dissipate energies which might otherwise erupt into destructive acts; the other is participation in and development of interest in leisure-time activities which can be carried over into life as a citizen of a community.

Religion

The entire religious progran will seek to stimulate religious life within the institution and to strengthen ties with home, churches and congregations. Services will be provided for all denominations on days of religious significance.

Cultural Development

Opportunities will be provided to the individual inmate for community and group exposure as well as individual participation in activities and projects such as music, drama, art, choral work, and literature. Recognizing the degree of therapy involved in these activities, they will be considered an integral part of the total progran.

These activities will provide a release of tension, an opportunity for self-expression and hopefully prove an antidote to the usual drabness of institutional living.

Field Services

A field service program will be provided to the inmate population by cooperating state and federal agencies. Operating from the institution, working directly with the Board of Pardons and the institutional staff, an effort will be made to provide pre- and post- release support for the individual inmate. Trained representatives from the Employment Security Commission, O. E. O., Division of Vocational Rehabilitation, MDTA and community coordinators will function as full-time staff to affect vocational appraisal, motivation, counseling and selective job placement to the population. Special emphasis will be given to the large percentage of Indian inmates and minority groups by the provision of an Indian pre-parole officer. This minority representative will coordinate available programs and educational opportunities in an effort to obtain suitable parole or discharge job placement for the minority offender.

Counseling, Casework and Clinical Services

Because of the nature and content of the population, the Social Service Department will concern itself primarily with initial orientation and serve as a quality control

unit and training cadre for the Correctional Case-worker, a concept that will be detailed later in the project plan.

In addition to its direct relationship with the inmate body, the Social Service Department will perform a coordinating function for the total institutional staff so that a true team-work concept can be obtained. In order to meet the specialized needs of the population, qualified personnel will provide psychiatric, diagnostic, treatment and counseling services.

(2) Employee Programs

The content of the long-range in-service training programs for personnel will be directed toward the preparation of employees for satisfactory performance of their duties. Both minimum qualifications required of employees and their backgrounds of educational experience will be taken into account for the planning of course material. In-Service training will be divided into two general types of programs; orientation of new employees and continuous training for experienced employees.

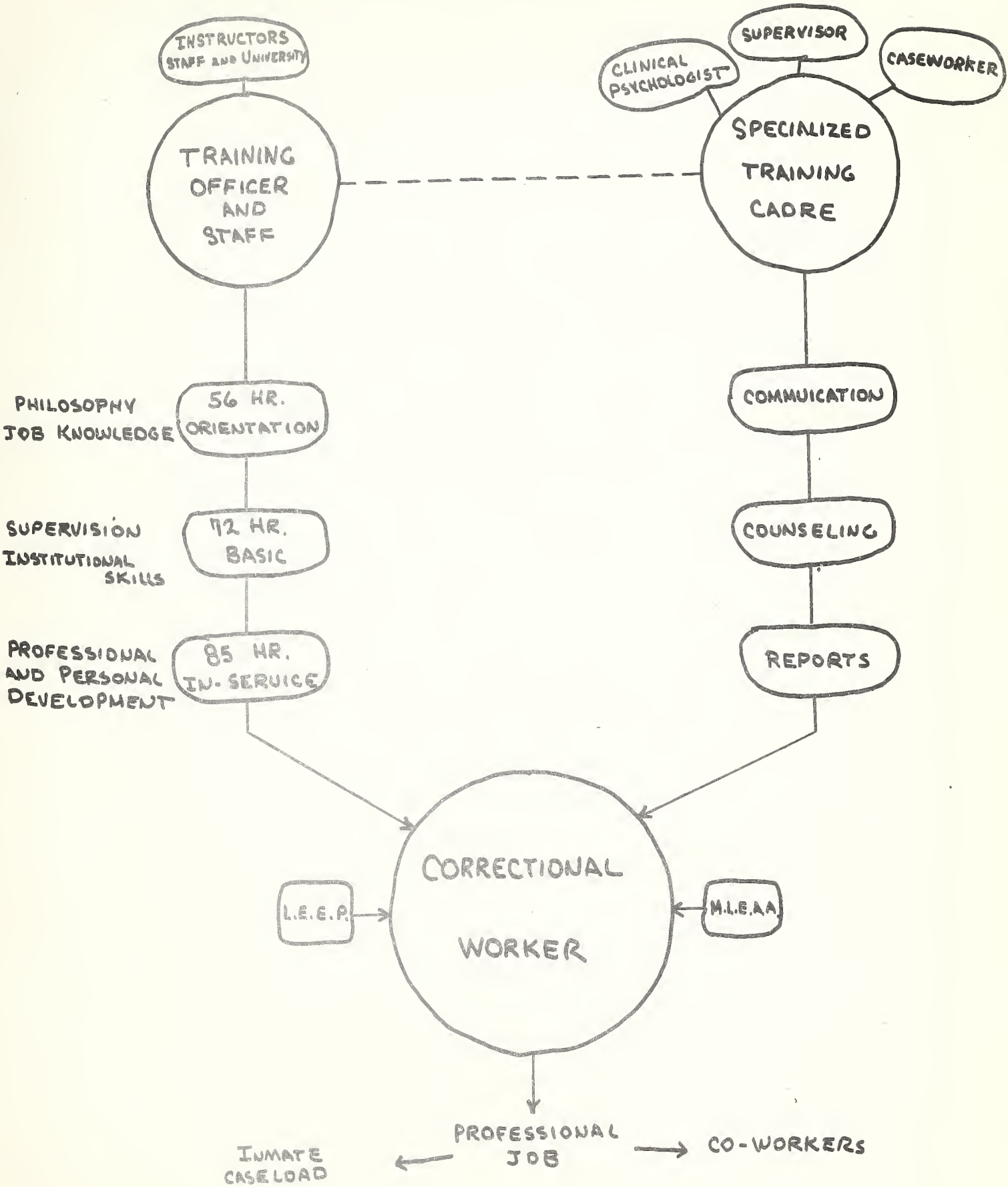
Model Correctional-Counselor Innovation

Montana State Prison plans to innovate not only a model small-state correctional system but also an advanced correctional worker training program and training team effect.

The modern trends and changing roles of correctional institutions have assigned to the correctional worker, the responsibility for correction of negative personal and social factors which produce criminal behavior. The correctional officer is best suited to do this job because of his constant contact and knowledge of the individual inmate.

Initially, qualified personnel from the custody staff will be selected for program participation on the basis of experience, potential, personal characteristics and educational backgrounds. A training cadre will be established to include a program supervisor, who will act as the training coordinator and principal instructor, at least four second-level caseworkers from the Social Service staff and clinical psychologist. The caseworkers will provide instruction in group and individual counseling, case recording, casework reviews and reports. The clinical psychologist will act as a staff advisor and will provide instruction in the areas of communication and counseling techniques relative to highly disturbed cases. After completion of the established training programs the correctional counselor will be reassigned to his regular assignment and in addition, given a 10 man caseload. Upon entering this new correctional work relationship, the correctional worker will be faced with an on-going decision-making process. He must maintain the

the security of the institution, thus insuring the safety and welfare of his charges and the public. However, he is at the same time, expected to involve himself in the one to one casework relationship, whereby he may perceive the situation as one requiring him to be more permissive and less authoritorian. He must not only be a law enforcer, but the counselor too. He must protect the relationship he has established with the client without endangering the process by which we insure the meeting of our agency goals, safety, welfare and retention. The inmate, in turn, also has a relationship to protect, and he is provided with a concentrated resocialization effort that will effectively control his behavior and give professional direction.



CORRECTIONAL - CASEWORKER TRAINING

B. CITY-COUNTY JAIL COMPLEX

1. History

The present Powell County, Montana jail was constructed in the 1870's. It was the original Deer Lodge County Courthouse during the Territorial days. The Sheriff's Office and security area have never been remodeled with the exception of the addition of modern toilets and a shower stall. The upstairs' living quarters, now at the disposal of the Sheriff, were used initially as county offices.

In 1890 a new county courthouse was constructed for the County of Deer Lodge. All offices were moved with the exception of the Sheriff. His office remained in its present location and the upstairs was converted into living quarters for the Sheriff, detention facilities for juveniles and female inmates.

In 1901 Deer Lodge County was divided and Powell County was originated, with the City of Deer Lodge designated as the county seat. In 1918 another new courthouse was constructed. The plans for this building indicated that there would be facilities for a Sheriff's office and city-county jail. Before construction was completed the Board of Commissioners realized the allotted space was inadequate and never finished the jail security plan. This space is now occupied by other county offices.

The original cell block, doors and security bars on the jail windows were of local blacksmith construction and design. Heavy strap iron, rivets and a strong arm supplied everything needed back in the 1870's

2. Present Problem

(a) Physical Plant

The present facility utilized by the city-county has been condemned by the State Department of Health (see Enclosure #1, dated May 14, 1969) and the State Fire Marshal (see Enclosure #2, dated May 26, 1969). The County Commissioners have exhausted every effort to replace the unit with an adequate facility and at present are forced to continue use with very little hope of replacement in the future (see Enclosure #3, dated May 24, 1971).

(b) Program

The development of any type of program structure under existing conditions is impossible. Possibilities of inmate employment are limited; no provisions are available for off-duty activities and the long-term prisoner has little more to do than strict cell time under the ultimate of depressive and inadequate conditions. Although the attitude of the local law enforcement officials and community is favorable toward work-release programs, it is deterred by existing facilities.
The existing jail facility is county-owned and operated. A cooperative agreement has previously been in effect to house all city prisoners. The local offices for city law enforcement are scattered and a unified project is desired to combine the efforts and working relationships of state and local law enforcement.

3. Project Objectives

The primary project objectives are to abandon the already condemned county jail complex and establish a city-county jail unit and justice center for the County of Powell, Deer Lodge, Montana.

(a) Physical Plant

(1) Site-Planning Influence

The proposed site will be located within an existing building owned and presently used by the state. The facility was build in 1950 and was completely remodeled in 1964 to serve as a Maximum Security facility to house Montana's female offenders. Upon contractual agreement with Nebraska the facility was vacated as a security section and remodeled in 1969 for occupancy of the Criminal Identification Bureau and the Board of Pardons. A four cell Maximum unit was retained in the basement area as a temporary holding unit for female offenders awaiting orientation and transfer. The facility will require very little alteration to accommodate the planned city-county complex. A 20' solid wall with barbed topping encloses a spacious yard and recreation area. Adequate office space exists for all locally based state, county and city law enforcement officials. A justice center is planned to provide office space (available) and proceeding areas for the Police Judge and Justice of the Peace. (See photo-enclosures of proposed city-county site.)

The only major alterations planned is the installation of separate juvenile detention facilities and a male prisoner

section. The female unit is existing and adequate to meet standards.

(2) Capacity and Population Characteristics

The proposed city-county complex will be located in Deer Lodge, the county seat of Powell County. The total population of the county is near 8,000 and encompasses an area of 2,350 square miles. Deer Lodge, along with being the county seat, is also the largest in population. Other towns in the county include Elliston, Avon, Garrison, Helmville, and Ovando, the closest being 11 miles and the farthest being 72 miles from the county seat. The county is primarily rural with agriculture being the prime resource.

The presence of Montana State Prison in Deer Lodge has presented problems to local law enforcement officials that others of equally populated areas do not have. Many ex-inmates and known criminals come to Deer Lodge to visit incarcerated friends and relatives at the prison. Many discharged inmates hang around the locality looking for work or post-release excitement. Deer Lodge is the hub of two major railroads and is adjacent to the primary interstate highway between the east and west coasts. The county is in the center of a winter and summer recreation area, is midway between, and not more than 100 miles from the state's two largest universities, and is only 30 miles from one of the largest labor union, strike-prone communities in the United States.

These factors not only double the average crime rate per population, but also drastically increase its possibilities of needing adequate facilities in emergent situations. The design of the new facility will provide for a population of 4 females, 10 males and 5 juveniles, a number that could be at least doubled in emergent conditions.

(3) Detention Units

The detention area and security controls of the proposed jail are planned with consideration given first to individuals who may be escape risks. Secondly, the facilities will be designed so that program and activities can be carried on with minimum interference from unnecessary or over-emphasized custodial restraint. Planning will achieve maximum security against escapes, assaults, suicides, and at the same time, not be so rigid as to prevent the desired movement of prisoners and personnel, or be so forbidding in structure as to have a deleterious effect upon those incarcerated.

Adult Detention Facilities

At least five single multi-purpose cells will be constructed to permit the individual segregation of aggressive and assaultive individuals who might injure employees or other prisoners; for the isolation of individuals who should be separated for reasons of health or for the segregation of weak or effeminate prisoners who might be subjected to homosexual assaults. These detention units could also be used by newly received work-releases until lower classification restrictions could be awarded.

At least one isolation and/or solitary segregation cell will be constructed to detain violent and destructive prisoners. The doors will be "slide security", with vision ports designed so that noises generated inside the cell will be primarily contained therein.

An intoxication unit will be built to detain those intoxicated or "high", during the sobering period only, and until movement is feasible. A special area will be designed for certain types of inmates, particularly trusties and "time" prisoners who do not, because of the nature of their offense, need to be segregated. This area will also be used for those on work-release and who are actively participating in a community work program.

The female adult detention area is existing with four (4) cells and a day room area.

Juvenile Detention Facilities

Juvenile facilities will be designed to accomplish complete segregation from adult areas. A holding area and segregation unit will be integrated with provisions to separate male and female juveniles. The entire design will be such as to adequately detain, but detached from the traditional jail effect.

(4) Administration

The facility design is such that adequate office space for all local law enforcement is existing. A cooperative working arrangement will be enhanced as the unit provides offices for locally-based Highway Patrol officers, Game Warden, Juvenile

Officer, Chief of Police, Sheriff, Justice of the Peace, Police Judge and an available office for the District Parole Officer.

(b) Program Structure

A well-planned program will be designed to insure against the insidious effects of idleness and to provide a rehabilitative atmosphere. It will also serve as an aid to the operation, discipline, sanitation and security of the jail.

In view of the existing security features, namely the 20' walled recreation and security area, a constructive recreation program will be available to all prisoners regardless of classification. Recreation periods will give the prisoner an adequate opportunity to break the "routine" with a minimum of supervision required. Visiting of inmates with families and relatives will be encouraged and designed as to provide an attractive area with the maximum of security.

Extensive library resources will be available to the inmate through the cooperation of the Montana State Prison. A small, but adequate, library service will be provided with the availability of periodicals and pocket books.

May 14, 1969

Mr. Claiborne W. Brink, Director
Division of Environmental Sanitation
State Department of Health
Helena, Montana

Dear Mr. Brink,

Persuant to your request for a complete environmental health inspection of the Powell County jail located in Deer Lodge, Montana I enclose the following data and comments.

This building is a death trap. It should be immediately replaced before any tragedy does occur.

I made the survey in the presence of Sheriff Everett Burt.

In the general cell area on the main floor there is one small hand washing sink in which the prisoners must wash their faces and hands, laundry and wash the food dishes after each meal. A roll of paper towels is provided for drying both hands and dishes. Two rotten sponges are used to wash off the dinner dishes. A small mirror is provided for shaving. No sanitizing agent is provided.

The only drinking water is an up turned spigot over the only sink. No soap or soap dispenser was available.

The toilet is porcelien sitting directly next to the sink with no privacy permitted. It was replaced last week because a prisoner destroyed the former one.

The single shower stall which is situated next to the sink and toilet is rotted out on the bottom. I saw no soap provided. A wool blanket is used to cover the front of the stall rather than a water proof curtain. There is no privacy for dressing or drying.

The shower stall door opens directly in front of the main cell door leading from the front of the jail where visitors and the female duty clerk have access to at all times.

Window peekers, mainly children have complete visual access to all areas of the cell room.

The walls and ceiling are in sad shape. They are beyond reasonable repair.

Three--150 watt light bulbs provide the only artificial light for a room approximately 30 ft. by 30 ft.

The height of the room destroys any heat that does enter the room from the four radiators. The steam comes underground from the court house and has lost the majority of its B.T.U.'s.when it arrives in this area.

There are two small vents, at the east and west ends of the north wall which provide ventiliation because they are broken and a draft pours through at all times.

This draft passes directly over the shower stall, sink and toilet.

The prisoners have access to all windows. They may break them and injure themselves or use the glass as weapons on the guards or other prisoners. The window frames are dried out, loose and provide plenty of drafts at all times.

The Sheriff reports that in the winter they cannot warm this room at all.

Raw plumbing pipes lay against the wall and are assessible to the prisoners.

Many of the steel bunks are bent from prisoners jumping from the roof of the individual cells on to them. The mattresses are special prison type mattresses that may be cleaned to a certain extent. However, because of the limited facilities for cleaning this is quite difficult expecially with vomit and urine. Heavy wool blankets are provided each prisoner. These blankets are in good repair and looked reasonably clean. Sheriff Burt reports they are dry cleaned twice each year.

Prisoners clothes are rinsed out in the sink used to wash the dinner dishes and hands after using the toilet. They then dry by hanging on cell bars.

In the interior cell block where there are individual cells I found a rotted out toilet at the north end of the block. There is no privacy permitted and the toilet is in direct view of the main cell room entrance, which is accessible to visitors and the female duty clerks.

When ever a prisoner is too violent or hard core, a coffee can is passed into the locked cell and the prisoners use it for a toilet.

Other prisoners in individual cells must call a guard each time they wish to use the toilet. They are released from the cell each time, then returned.

The individual cells are of steel plate. They are not capable of being cleaned properly even with proper materials and equipment. A stench is detectable at all times.

Each man in the individual cell is fed by passing a plate through an opening at the bottom of the cell.

The balance of the prisoners who have access to the main cell room are fed at a small wooden table. The top of which has been partially stripped off. They sit on wooden benches that have evidently provided many splinters.

The dishes are then washed by the inmates and returned by dumb waiter to the second floor. The dishes are mellamac.

The only garbage or trash can available in the main cell block is a dirty plastic garbage can with no lid. The floors, although painted have many large cracks in them.

I found poisonous items such as draino and other soaps stored with the dry food stuffs on the main floor cabinet.

The toilet facilities for the Sheriff and other personel are in as sad a shape as for the inmates. Actually, there is no private facilities provided for the female clerk or for any of the working personel for that matter.

I found one water and soda fire extinguisher hidden behind the front door. It had not been checked for several years. No person available could explain the proper use.

It wouldn't make any difference anyway because, should a fire start in this building, no person except those within ten feet of the only external exit would excape anyway.

The open wooden stairway and wooden walks would trap all upstairs occupants. The second floor consists of a woman or juveniles individual room with minimum sanitary facilities. Any time an inmate should desire, the toilet or sink could be flooded and the main floor below would soon be flooded.

The walls of the rooms upstairs are plaster and lath with the exception of the plywood panelings that replaced the destroyed portions of the walls. The floors are wood. No ventilation is available except the ever present glass window that the inmate has access to.

In the main women or juvenile cell upstairs the same problems were found as in the individual cell.

There was no soap, towels or other sanitary facilates available. Not even a waste paper basket.

As I recall the water was turned off to the sinks upstairs to avoid the flooding I mentioned.

No method of providing drinking water was evident in either of the two cells upstairs.

May 14, 1969

The prisoners have access to the single light. Raw electric wires are evident and an irrational person could easily start an unstoppable fire.

The stair case itself is very hazardous. At the top it is extremely dangerous.

No heating or ventilation is available to either cell. No window coverings to give privacy are available. It is evident that the inmates sleep in the clothes they enter jail with.

There is no communication system between the inmates and the guards downstairs except by yelling or making noise.

The living quarters of the matron are in poor shape. The personal cleanliness of the kitchen where the inmates food is prepared is very poor.

The general structure of the building is beyond repair. There should be an immediate withdrawal of the facilities as quarters for prisoners.

Should there be continued use until new facilities can be constructed, fire extinguishers should be placed in stategic locations with all personel being trained to handle them.

All dishes should be washed and sanitized by the cook by recognized methods.

No matches or fire starting material should be allowed to any inmate on the second floor.

The staircase should be enclosed with plywood covered with fire proof paint and periodic checks of all inmates especially on the second floor should be in order.

If this was a commercial establishment the license would have been suspended and the door locked before I left the premises.

I definitely urge that this structure be abandoned with out delay. Clay, this is the worst mess I've ever seen.

Respectfully yours,

Gary Lee Watt

Gary Lee Watt R.S.

GLW:DG

C.C. Powell County Commissioners
Powell County Health Officer

STATE OF MONTANA

OFFICE OF

E. V. "SONNY" OMHOLT

STATE AUDITOR

COMMISSIONER OF INSURANCE
INVESTMENT COMMISSIONER
STATE FIRE MARSHAL

HELENA, MONTANA 59601

File Copy

May 26, 1969

Board of County Commissioners
Powell County
Deer Lodge, Montana

Gentlemen:

At your request, this office made an inspection of the Powell County Sheriffs Office and Jail for the purpose of determining compliance with State Regulations and making recommendations for improvements.

Because the safety of occupants in custodial buildings cannot be assured adequately by dependence on evacuation of the building, their protection from fire must be provided by housing in facilities of non-combustible construction and providing means for prompt detection, alarm and extinguishment of fire.

The present structure is of ordinary construction, having wooden floors and joists, as well as wood stud walls with wood lath, wood wainscoating, stairs, windows, doors and trim. No amount of remodeling could change this even if the building was of sound construction and adequate otherwise, which it is not.

Detection, alarm and extinguishment equipment could be installed but would be impractical due to the cost involved and the otherwise dangerous and unsuitable condition of the structure.

The following are the conditions observed at the time of inspection:

1. The masonry exterior shows numerous cracks and visible signs of structural failure. The bricks are spalling and obviously rotten, as noted by the fact that a prisoner dug his way completely through the brick wall with a spoon some time ago.

2. The building is without a concrete foundation or floor and the basement is mouldy and damp. Floor joists show indications of twisting and dry rot and in one place have been blocked up to prevent collapse.

3. Adequate exit facilities are totally non-existent, with only one exterior door (which swings the wrong way) serving both floors. The interior stairway is not enclosed or protected from the other portions of the building.

4. The electric wiring is of the old knob and tube type and totally inadequate for today's demands. The fuse box is located in the corridor, accessible to anyone entering the building and contains open knife-type switches. It is extremely dangerous to open or close a circuit without being subjected to electrical shock. No emergency lighting or auxiliary power source is provided. The circuits are all badly overloaded, as evidenced by the use of 30 amp fuses on circuits designed for a maximum of 15 amps.

5. The main cell area is in poor shape, with the plaster walls cracked and full of holes. The windows are openable from the inside, allowing anyone to pass weapons in to the prisoners. Exposed, hot, steam radiators and pipes line the walls, providing an excellent accidental or intentional method of inflicting severe burns. (This is the same thing that is receiving so much notariety in the State Prison death.) The radiators are supported on short lengths of pipe inbedded in the walls, but at the time of the inspection, the sheriff pulled on one of these and it came right out. Twelve inch lengths of pipe make excellent weapons.

6. Only one fire extinguisher is in the building and it is not mounted on a bracket or serviced.

7. A portion of the upstairs is used as an apartment for the matron and her three children. At night, there are no male employees and minor children in the same building with prisoners without adequate separation is just asking for trouble. I shudder at the thought of what could happen.

8. Adequate space for the efficient operation of a law enforcement office is completely lacking. As this facility is used by city, county, state and federal law enforcement personnel, larger and better equipped facilities must be provided to effect any reasonable degree of law enforcement.

This is probably not the only penal facility in the State in such poor condition, but since we do have personal knowledge of this one, we cannot permit its continued use without major corrections or replacement. It has long ago outlived its usefulness. We will be glad to assist you in any way possible to bring about corrections, but wish to emphasize that something must be done immediately.

Our thanks to the sheriff for his cooperation and to you for your concerned interest.

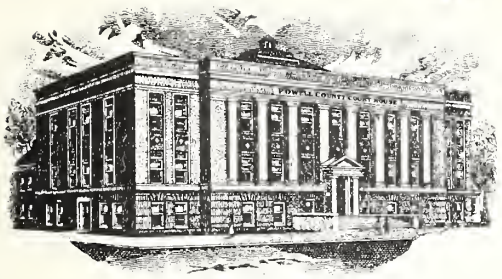
Sincerely,

WILLIAM A. PENTTILA
State Fire Marshal

RONALD R. BROWN
Chief Deputy

RRB:jb

cc: Sandy Reierson)
Newman Raymond) County Commissioners
R. M. Bauman)
Everett Burt, Sheriff, Deer Lodge
Vern Sloulin, State Board of Health, Helena
Jerry Koehler, Industrial Accident Board, Helena



COUNTY OF POWELL

DEER LODGE, MONT.

May 24, 1971

To Whom It May Concern:

The present Powell County, Montana jail was constructed in the 1870's. It was the original Deer Lodge County Court House back in the territorial days. The Sheriff's Office and security area have never been remodeled with the exception of the addition of modern toilets and a shower stall. The upstairs living quarters, now at the disposal of the sheriff, were used as county offices initially.

In 1890 a new county court house was constructed for the County of Deer Lodge. All offices were moved with the exception of the Sheriff. His office remained in its present location and the upstairs was converted into living quarters for the Sheriff and detention facilities for juveniles and female inmates.

In 1901 Deer Lodge County was divided and Powell County was originated with the City of Deer Lodge designated as the county seat.

In 1918 another new court house was constructed. The plans for this building indicated that there would be facilities for a sheriff's office and a city-county jail. Before construction was completed the Board of Commissioners realized the space was inadequate and never finished the jail security plan. This space is now occupied by other county offices.

The original cell block, doors and security bars on the jail windows were of local blacksmith construction. Heavy strap iron, rivets and a strong arm supplied everything needed back in the 1870's.

The Montana Departments of Health and Safety, the Montana Fire Marshal and the Federal Bureau of Prisons have condemned this facility. Federal authorities have by-passed the Powell County jail for over twenty-five years and have housed their prisoners elsewhere. The fact that Deer Lodge is a prison city makes it very inconvenient for the Federal Officers.

The Board of Powell County Commissioners is well aware of the dire need for an improved detention facility for County of Powell and the City of Deer Lodge. In 1969 the Board contacted architects H. E. Kirkimo and J. W. Kirkimo of Missoula, Montana. In October 1969 th

with a schematic study of a facility to fill the county-city needs. There was also an estimated cost of two hundred fifty thousand dollars ($250,000.00) for completion of the project.

Powell County is basically a farm and ranch community and the real and property taxes are extremely high. After making a preliminary survey of the opinions and feelings of the county taxpayers concerning a bond issue to cover the construction of a new jail, the Board was convinced that it was a lost cause.

The Powell County Commissioners last hope to better the local county-city jail conditions hinges on the construction of a modern correctional compound on the Montana State Prison ranch. When this project becomes a reality the Board plans to acquire the female inmate compound located on Prison property in the City of Deer Lodge, Montana. This acquisition would update the county-city jail eighty years making it acceptable to all city, county, state and federal authorities.

Herman N. Smets

Herman N. Smets, Member
Board of County Commissioners
Powell County, Montana.

Annex #1: Report from Montana Department of Safety
#2: Letter from Montana State Fire Marshal
#3: Letter from Montana Law Enforcement Planning Com.
#4: Newspaper article concerning condition of County jail.

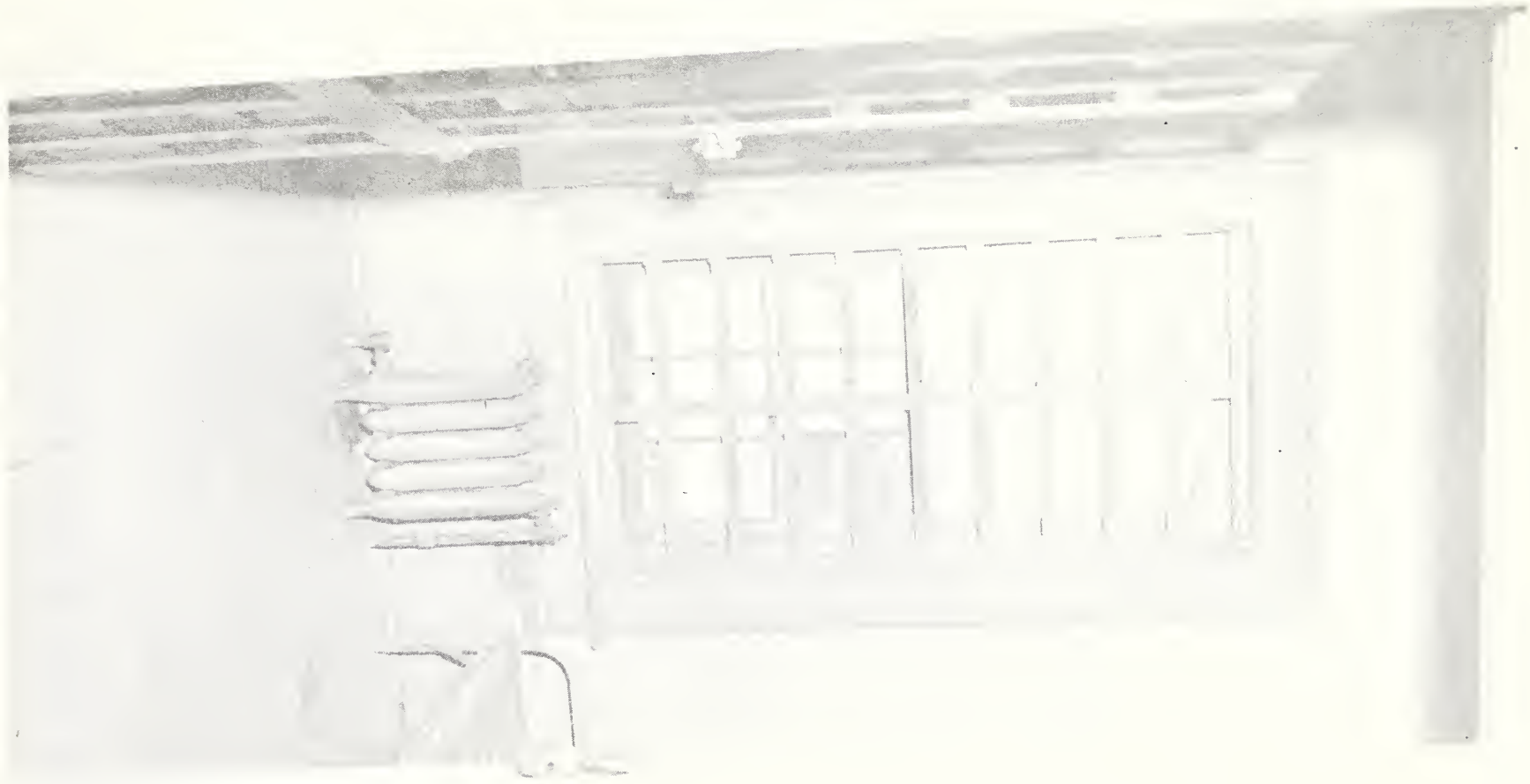
DJC:ee

EXISTING COUNTY JAIL - FRONT

EXISTING COUNTY JAIL

MAIN CELL AREA - EXISTING COUNTY JAIL

MAIN CELL AREA - EXISTING COUNTY JAIL



COUNTY JAIL - JUVENILE CELL

COUNTY JAIL – JUVENILE HOLDING AREA

FRONT - PROPOSED CITY/COUNTY JAIL & JUSTICE CENTER

REAR – PROPOSED CITY/COUNTY JAIL & JUSTICE CENTER

C. MONTANA STATE BOARD OF PARDONS

1. History

The Board of Pardons, established by the 34th Legislative Assembly in 1955, is composed of three persons appointed by the Governor, The Director, who is also the Adult Interstate Administrator, the Assistant Director, nine full-time Probation and Parole officers, and one part-time officer.

The Adult Probation and Parole officers investigate all persons referred to them by the Director of Probation and Parole or by any court which they serve. They furnish each person released under their supervision a written statement of the conditions of his probation or parole and instruct him regarding it. They keep informed of the conduct and condition of each person released under their supervision and use all suitable methods to aid and encourage him to bring about improvement in his conduct or condition.

2. Present Problem and Needs

At the present time the average caseload per field officer is approximately 90-100 parolees and probationers. The largest single caseload is 133, encompassing seven counties and 16,306 square miles. The smallest caseload is 43 but is spread out over eight rural counties and 14,728 square miles.

Besides the obvious need to place more officers in the field, community resources and support should be developed. It is also the feeling of the releasing authorities that sufficient organization is lacking in diagnosing the offender's problem, preparing him to solve his problems and following through with supportive assistance.

3. Project Objectives

(a) Program Design

The parole process will begin as soon as the offender is received by the courts. Detailed pre-sentence investigations and reports, prepared by the field officer, will be presented to the courts and will serve as the basis for the decision into which portion of the correctional process the offender should be integrated.

In the main correctional facility, skilled parole staff will work directly with the institutional staff in planning an adequate program of training and treatment. A continuous evaluation will be made of the offender's progress while, at the same time, trained staff will be working in the community with the offender's family and employer to develop a release plan.

Information about the offender, his progress in the institution, and community readiness to receive him, will be brought together and analyzed by collaborating prison and parole staff. Once the inmate is eligible for a parole hearing, this information will be presented to the releasing authority. The authority will conduct a parole review, including a hearing with the offender present, and the decision would then be made when or where to release him. On release he would be under the supervision of a trained parole officer (assisted by a community volunteer) able to work with him and the community resources around him. If a violation of parole occurs, a careful investigation would be made and the reasons behind the violation evaluated. A report would be submitted to the releasing authority which, on the basis of careful review of all

the evidence and a hearing with the offender, would decide whether or not the parole should be revoked.

In order to enhance the effectiveness of the total Montana correctional system's function, and to make the work of the various agencies in the correctional condominium more cohesive, it is the goal of the Board to affect the maximum possible cooperation between state and local agencies.

From a central office location in the multi-agency correctional facility, the Board will be in a position to effectively plan and communicate with the inmate's immediate needs and follow through with an adequate plan for reintegration into the community.

(b) Community Correctional Centers

Community correctional centers or "stop gap" homes are planned as a future extension to the multi-agency facility. These centers, strategically located near the major population centers, controlled from the Parole Headquarters' location, will be the operations' center for community-oriented corrections programs. The prime emphasis will be on service to individuals on parole, probation, or discharge. The residence will provide an intermediate step between the relatively dependent environment of the institution and independent community residence. The prime goal is to facilitate the adjustment of the community to which he is returning, and to assist the community in mobilizing and developing its internal resources to aid in the assimilation and retention of its former delinquent member. The objectives of the centers will be: (1) to affect modification in behavior and attitudes through development

of a non-delinquent peer group; (2) to evaluate the use of intensive social control techniques combined with suitable community resources; (3) to increase protection of the community's interest; and (4) to increase knowledge of the adjustment process through systematic comparison of experimental and control groups.

II. IMPACT AND RESULTS

A. FUTURE OUTLOOK

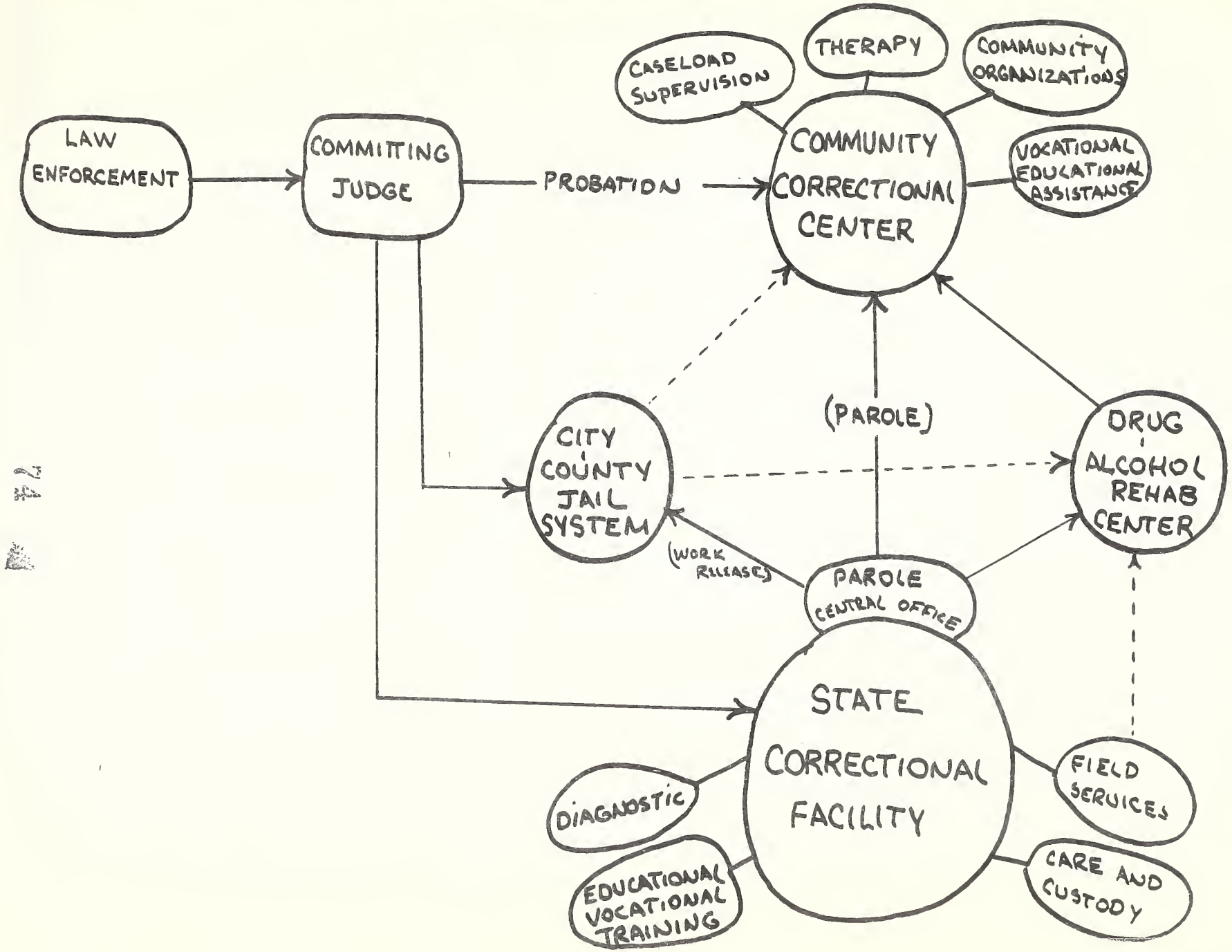
Montana corrections stand now in one of the most advantageous positions it has for decades. Historically, whenever budgetary priorities and considerations were given to state agencies and institutions, the state correctional institutions were always last. This year, through the efforts of cooperative state, public and private agencies, and the awareness of the state's Chief Executive and his staff and the Legislature, the entire correctional system has become one of its top priorities. During this session the Legislature alloted one-tenth of its building and construction appropriations toward corrections, namely a new facility for adult offenders. This appropriation of $1,000,000 is contingent upon receiving federal assistance for construction. If federal participation is not attained by January 1, 1973, the monies will revert and the institution will be allowed to spend up to and not more than $200,000 for maintenance and renovation of its antiquated facilities. This is the first time that Montana has considered the grave problems of corrections in budgetary terms. A great concern is now expressed that if federal participation is not gained at this time, it may be the last opportunity.

B. DESIRED IMPACT

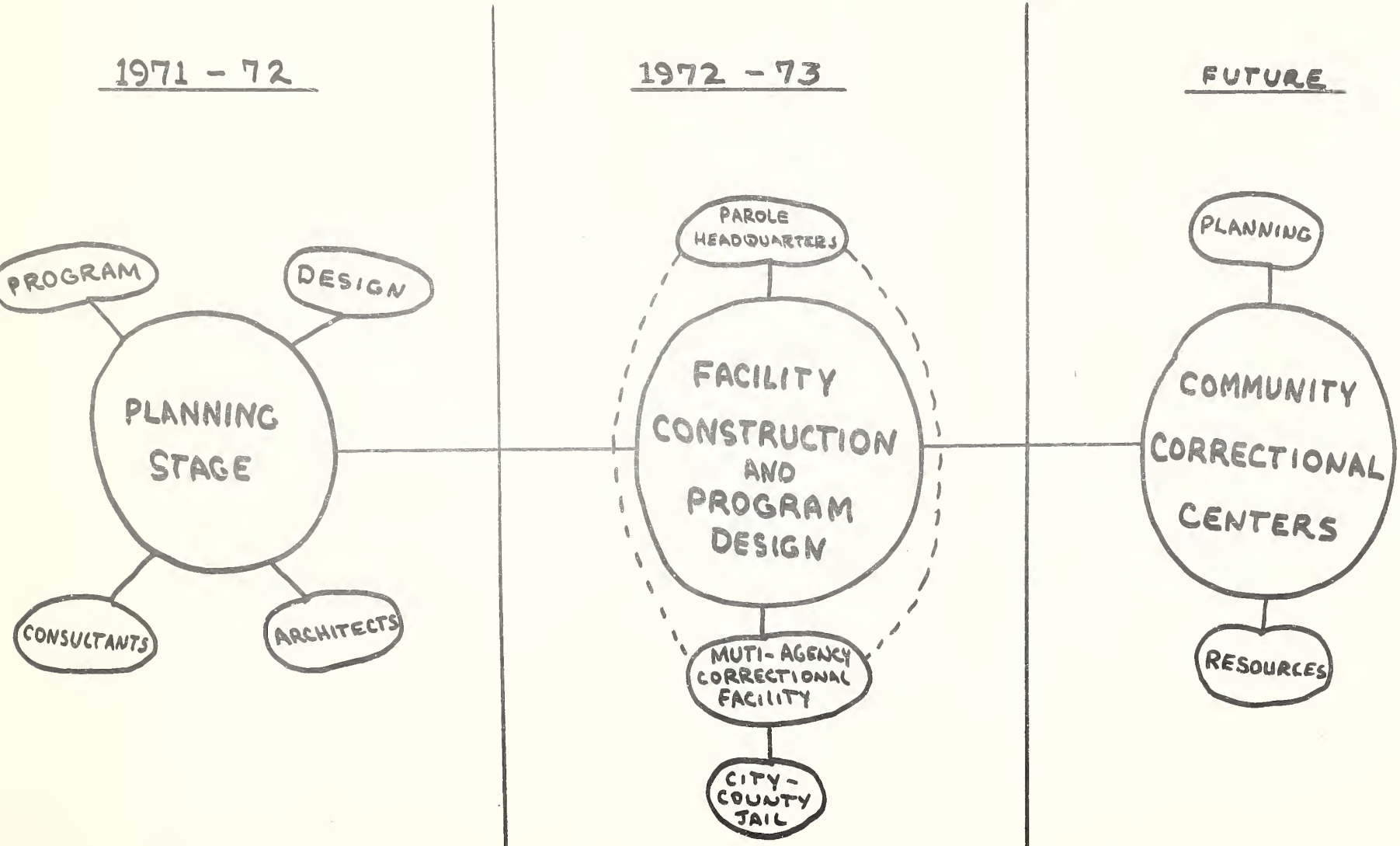
The desired impact of the project program is to achieve a major change in the entire correctional system of Montana by the pooling of agencies and services, thereby creating a collaborative treatment-team effect directed toward the effective direction of the offender throughout the entire correctional process. The planned creation of a centralized correctional program will provide the opportunity for all correctional workers to gain a better knowledge and understanding of the total system to include community resources and cooperative assistance available.

If accepted, the Montana system would open all programs and services to those states that are signatory to the Western Interstate Corrections Compact. Through this agreement, the states would have an opportunity for expansion of their present program structure and services. Special programs could also be developed for the offender who, otherwise, could not be assisted under the state's existing system.

CONCEPT OF PROPOSED MODEL MONTANA CORRECTIONAL SYSTEM



PROJECT TIMETABLE



METHODS AND TIMETABLE

III. METHODS AND TIMETABLE (cont)

B. ARCHITECTURAL DESIGN

The Architectural design of the total complex will be divided into eight stages:

Programming

Master site plan

Preliminary design

Model

Preliminary working drawings

Working drawings and specifications

Bids and contracts

Supervision

The development of the project through the various stages will include frequent conferences and close coordination with the staff of the institution and Department of Institutions and consultants, so that the finished project will not only satisfy the needs, but also provide the most modern, safe, and maintenance-free institution possible.

PROGRAMMING

The development of a complete written program, of which this preliminary program is a part, will consist of a detailed statement of the following:

a. Philosophy of design

b. Organizational table of operation

c. Functional relationship diagrams

d. List of facilities

e. Detailed area breakdown of each facility

f. Detailed equipment and furnishings breakdown of each facility

g. List of employees, male and female, by department

h. Detailed description of all utilities, services and systems, including requirements, limits, characteristics, etc.

This program will be prepared by the architects for distribution to all required authorities for approval.

MASTER SITE PLAN

A topographic survey of the site, including location and size of utilities, will be furnished to the architects by the Division of Corrections. The master site plan will be developed showing the ultimate institution, locating all facilities, streets, fencing, athletic fields and landscaping. In addition, an aerial perspective will be developed showing the various buildings in block form and establishing the general character of the institution.

PRELIMINARY DESIGN

Upon approval of the master site plan, each one of the buildings will be developed in plan and elevation, showing all furnishing and equipment, as well as general indications of materials. On the basis of these preliminary designs a budget will be established for each building. Perspective studies will be included in this stage of the presentation.

MODEL

After approval of the preliminary designs for each building, a model of the entire institution will be built showing all buildings, streets, fencing, guard towers and landscaping.

PRELIMINARY WORKING DRAWINGS

Coincident with the building of the model, each building will be developed into the preliminary working-drawing stage showing plans, elevation, sections, structural systems, and schedules of finishes. On the basis of these more detailed drawings, cost estimates will be prepared and preliminary budgets adjusted. This stage will also include a preliminary outline

specification. Upon approval at this stage, working drawings and specifications will commence.

WORKING DRAWING AND SPECIFICATIONS

This stage will include the development of detailed plans and elevations, preparation of large scale construction drawings, and complete engineering of structural, mechanical, ventilating, and electrical systems. Detailed specifications will be prepared for all construction phases. Separate documents will be prepared for equipment and furnishings.

BIDS AND CONTRACTS

After completion of working drawings and specifications and approval by the Division of Corrections, the documents will be issued to contractors for bids. During this stage the architects will issue written interpretations of the drawings and specifications to the bidders. When bids are taken the architects will advise on acceptance and prepare the contract documents between the owner and successful contractor. Each bid document will include:

(a) A bid guarantee equivalent to 10 percent of the bid price. The bid guarantee shall consist of a firm commitment such as a bid bond, certified check, or other negotiable instrument accompanying a bid as assurance that the bidder will, upon acceptance of his bid, execute such contractual documents as may be required within the time specified after the forms are presented to him.

(b) A performance bond on the part of the contractor for 100 percent of the contract price. A "performance bond" means a bond executed in connection with a contract to secure fulfillment of all the contractor's obligations under such contract.

(c) A payment bond on the part of the contractor for 100 percent of the contract price. "Payment bond" means a bond executed in connection with a contract to assure payment as required by law of all persons supplying labor and material in execution of the work provided for in the contract.

SUPERVISION

The supervision of construction will include periodic inspections of the work by the architects and their engineering specialists, coordination with the architect's resident representative on the project, evaluation of methods and materials presented by contractors, checking of shop drawings, preparation of supplementary detailed drawings, counseling with contractors on proper execution of work, keeping accounts and issuing change orders, issuing certificates of payment to contractors, and report of final inspection. During this stage of the work, furnishings and equipment will be coordinated by the preparation of color schemes and the selection of colors for the various materials used in the construction of the buildings.

IV. EVALUATION

A continual evaluation of the project will be directed by the Department of Institutions and will include all available correctional and community resources. A consulting team comprised of institutional representatives, Parole and Probation, the Judicial System, Law Enforcement, the University System, and the community will meet periodically to satisfy program and design needs.

A continual mix of resources will be utilized to insure that program and architectual design meet the desired needs and goals. A comprehensive follow-up study will be sought from the Institute for Social Science Research, University of Montana, and/or other qualified correctional research units.

V. RESOURCES

Project Director

Warden James Estelle, Jr.

Mr. Estelle earned a Bachelor of Arts Degree in Social Science and Police Science from Sacramento State College at Sacramento, California. He has accomplished further graduate study in the field of Criminology at the University of California, Berkeley, California.

During his college years, Mr. Estelle was employed by the California Department of Corrections as a correctional officer. This initial job employment brought Mr. Estelle into sharp focus with the failure of the efforts in custody and correction of the incarcerated. He was enlightened with the challenge of the potential available, and as a result, his career in correctional work began. He has advanced rapidly, receiving some of the best supervision and instruction available in the field of corrections. Mr. Estelle has consistently met and exceeded expectations in every assignment.

Prior to being appointed Warden at Montana State Prison in the winter of 1969, Mr. Estelle was the Correctional Administrator, in charge of a Camp Program, California Department of Corrections. In that capacity he was responsible for coordinating the efforts of a total program for a large institution whose budget exceeded 3 million dollars annually.

As Warden of Montana State Prison, he continues to serve the public, the staff, and the inmates in a manner which continues to enhance management, the rehabilitation of the incarcerated, and to provide society with an end product capable of being reintegrated into socialized society.

Warden Estelle is a member of the Wardens' Association of America; Treasurer, West

Central Wardens' Association: American Correctional Association; Ad Hoc Committee for the Reorganization of the American Correctional Association; and Montana Correctional Association. He is a past instructor for Lassen College, Susanville, California and for the College of the Redwoods, Eureka, California. Too, he is a past member of the California Probation, Parole and Correctional Association; California Correctional Officers' Association; and California Peace Officers' Association.

Director, Board of Pardons

Bobby C. Miles

Mr. Miles earned a Bachelor of Arts Degree from the University of Montana at Missoula with major emphasis in Education. He has accomplished further graduate study in the field of Sociology.

Prior to his appointment, Mr. Miles was Director of Classification and Treatment, Montana State Prison.

He is currently a member of the Montana Correctional Association; American Correctional Association; American Parole and Probation Association; and the Montana Sheriff and Peace Officers' Association.

Project Financial Officer

Elmer Erickson

Mr. Erickson has 24 plus years experience as a Business Manager. Prior to employment with Montana State Prison, Mr. Erickson was Business Manager for Beatrice Foods, Billings, Montana. He has been the Business Manager for Montana State Prison for the past 14 years.

Mr. Erickson is responsible for all business activities of the institution and all accounting and fiscal routines, stores and inventories.

Director, Board of Institutions

Edwin G. Kellner

Mr. Kellner earned a Bachelor Degree from Texas Christian University, Fort Worth, Texas; completed a military service commitment and returned to the University of Montana where he earned his Master's Degree. He taught at the University in the Psychology Department and later became manager of Montana State Chamber of Commerce. Currently he is Director, Board of Institutions, a five-year position to which he was appointed by the Governor. With this Board rests the ultimate responsibility of directing the functions of eleven state institutions. Mr. Kellner, as Director of the Board of Institutions, establishes and implements the various policies and programs for the betterment of the state institutions.